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ABSTRACT

This is a handbook to assist European adult educators in teaching in a multicultural society, presenting models of intercultural practice for organizational and staff development in youth and adult education. Section 1 explains the document's purpose and use, discusses the objectives and major activities of the Learning to Live in a Multi-Cultural Society network, and defines key terms. Sections 2 and 3 are, respectively, a demographic and sociopolitical overview, and a structural and contextual overview, of migrants and ethnic minorities in Belgium, France, Germany, the Netherlands, Spain, and the United Kingdom. Sections 4-6 focus on practical ways of improving policy and practice and bringing about organizational change. Section 4 identifies three key areas for consideration by tutors and their organizations when planning and preparing courses to meet minority learners' needs. Section 5 considers three key areas for consideration once minority students have been recruited. Section 6 emphasizes the importance of supporting student progression once students have completed their course of learning and suggests ways of monitoring and evaluating provision and using the resultant information for forward planning and program revision. Among the items included in Sections 4-6 are case studies, good practice checklists, useful contact addresses, and further reading suggestions. (MN)

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ADULT EDUCATION IN MULTI-ETHNIC EUROPE

A Handbook for Organisational Change

compiled and edited by

Stella Dadzie

P. Maldina

2A

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THE NATIONAL ORGANISATION FOR ADULT LEARNING

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NIACE, the national organisation for adult learning, has a broad remit to promote lifelong learning opportunities for adults. NIACE works to develop increased participation in education and training. It aims to do this particularly for those who do not have easy access because of barriers of class, gender, age, race, language and culture, learning difficulties or disabilities, or insufficient financial resources.

The NIACE website on the Internet is http://www.niace.org.uk

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PREFACE

This volume of materials presents models of intercultural practice for organizational and staff development in youth and adult education.

By means of this publication we are presenting to a wider specialist audience the outcomes of the European SOCRATES project

**LEARNING TO LIVE IN A MULTICULTURAL SOCIETY –
ADULT EDUCATION AND TRAINING NETWORK**

This volume of materials provides information from Belgium, France, Germany, the Netherlands, Spain and the United Kingdom about such matters as:

- preservation of cultural diversity and tolerance,
- policies towards minorities,
- initiatives and activities addressing the needs of ethnic minorities in general, political, cultural and vocational education, mathematics and science and languages education, computer training, and environmental and health education,
- global learning in youth and adult education for the lasting development of Europe in ONE WORLD
- European citizenship and the Amsterdam Agreement,
- European cooperation in asylum and immigration policy.

Under the terms of the Amsterdam Agreement, greater freedom of movement is to be introduced in the European Union by means of measures such as:

- the further abolition of controls at internal frontiers
- Europe-wide rules for visas and external frontier controls
- a European cooperation in asylum and immigration policy.

If citizens are to live together in a spirit of tolerance in a Europe with a sustainable future, they will need a knowledge of European politics, particularly in the areas of policy for which the European Union rather than Member States will in future be responsible. Comprehensive educational measures will be required for the acceptance of a European cooperation of policies on matters such as immigration and refugees.

This publication is intended to provide stimuli and suggestions for intercultural youth and adult education in Europe.

It provides illustrations of practice drawn from the models of practice-oriented partner organizations in Belgium, France, Germany, the Netherlands, Spain and the United Kingdom, provides support for organizational and staff development in educational institutions, offers guidance, and develops criteria of quality for the future viability of «learning organizations». May this publication help citizens living in Europe to learn to understand and respect each other better, and to cooperate more fully with one another.

The lead organization of this European project is the Institute for International Cooperation of the German Adult Education Association, based in Bonn, Germany, which would like to thank all trans-national partners for the commitment they showed in working on this volume of materials.

The Institute for International Cooperation of the German Adult Education Association would like to thank the European Commission for supporting the project
Learning to Live in a Multicultural Society,
which made this publication possible.

We should also like to thank all the organizations involved, including the Foreign Office and the Federal Ministry of Education and Science, Research and Technology in Germany, and the many sponsors of trans-national partners, for the co-funding that they made available.

Bonn, September 1997

Jakob Horn
Director

Cornelia Plesser-Löper
Programme Manager

Institute for International Cooperation of the German Adult Education Association

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BELGIUM:
Intercultureel Centrum voor Migranten, Brussels
Angelo de Simone, Director, Project Coordinator for Belgium
Abdel Malek El Houari, Programme Manager

GERMANY:
Institut für Internationale Zusammenarbeit des Deutschen Volkshochschul-Verbandes, Bonn
Cornelia Plesser-Löper, Programme Manager, Project Coordinator for Gemany and European Coordinator
Wolfgang Leumer, formerly Assistant Director

FRANCE:
Ministère de l'Éducation Nationale de l'Enseignement supérieur et de la Recherche, Formation des adultes, Paris
Maryse Duverger, DAFCO de Grenoble, Grenoble, France
Jean-François Lippert, Director, Centre de Ressources et d'Initiatives pour l'International (CR2i), Project Coordinator for France

UNITED KINGDOM:
NIACE (The National Organisation for Adult Learning), Leicester,
Stella Dadzie, Training & Research Consultant, Front Line Training
Haroon Saad, NIACE Race & Education Policy Committee; Head of Equalities, Birmingham City Council, Project Coordinator for U.K.
Tony Uden, formerly Associate Director

THE NETHERLANDS:
Kontakt der Kontinenten, Soesterberg,
Wico Bunskoek, Director, Project Coordinator for the Netherlands

SPAIN:
Federación de Asociaciónes de Educación de personas Adultas, Zaragoza
Pilar Montaner, Programme Manager, Project Coordinator for Spain

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- Marja Geldhof, Kontakt der Kontinenten, Soesterberg/Dutch Association for Culture & Development (NVCO), Holland
- Mathilde Grünhage-Monetti, Programme Manager, Deutsches Institut für Erwachsenenbildung (DIE), Frankfurt, Germany
- Fee v. Küchler, Deutsches Institut für Erwachsenenbildung, Frankfurt, Germany
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- Marie-France Motte, Inspection Académique de l'Isère, Grenoble, France
- Hamel Puissant, Centre Bruxelles d'Action Interculturelle, CBAI, Brussels, Belgium
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- Frances Wejin, Kontakt der Kontinenten, Soesterberg, Holland

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Maryse Duverger, Jean François Lippert und Pilar Montaner.

photo courtesy of Institute for International Cooperation of the German Adult Education Association (IIZ-DVV), Bonn/Germany

WHAT IS THE Learning to Live in a Multi-Cultural Society NETWORK?

The Learning to Live in a Multi-Cultural Society Adult Education and Training Network was established in 1993 by IIZ-DVV (Institut für Internationale Zusammenarbeit des Deutschen Volkshochschul-Verbandes) in Bonn, Germany and NIACE (the National Organisation for Adult Learning) based in Leicester, UK. The Network now consists of over 110 interested projects and adult education providers from ten European countries – Belgium, Denmark, France, Greece, Germany, Italy, Ireland, the Netherlands, Spain and the United Kingdom. It is coordinated jointly by IIZ-DVV and NIACE.

The overall aim of the Network is to facilitate a better understanding and analysis of adult education practice in Europe towards minority groups and migrant populations, and to develop a comprehensive programme of action based on recommendations of good adult education practice. In order to achieve this, the Network has set itself the following objectives:

- to highlight and share good models of policy and practice
- to facilitate the exchange of information and expertise
- to generate good practice guidelines in respect of concrete areas of work
- to identify specific policies to alleviate and address existing, unmet or emerging needs

Adult educators and policy-makers are increasingly aware that the education and training needs of black and other ethnic minority groups within the European Union are not being effectively met. Research and experience has highlighted a number of barriers to access, including language, ineffective communication, inappropriate guidance and careers counselling, inaccessible information, lack of consultation, lack of knowledge of what's available, inappropriate organisational culture and inappropriate curriculum provision.

The Network has evolved a strategic framework for action, which has three key strands around which different groupings are involved in developing appropriate responses. The three strands are:

Strand One: Strategies for Organisational Change

The aim here is to highlight good practice and organisational 're-positioning' in order to ensure that public service organisations, including NGOs (non-governmental organisations), work collaboratively to develop holistic strategies that address the needs of ethnic minorities.
The focus in this area of the Network's activities is on:

- anti-discriminatory training for managers and front-line staff
- improving access for targeted groups (e.g. young unemployed, single parents)
- developing effective models of communication and participation
- developing Race Equality policies within organisations as a standard personnel practice

Strand Two:
Strategies to achieve Equality in Opportunity for individuals

The aim here is to highlight specific initiatives that are being developed in member states to address the needs of particular groups within ethnic minority communities – for example, the elderly, women and unemployed youth. The focus here is on:

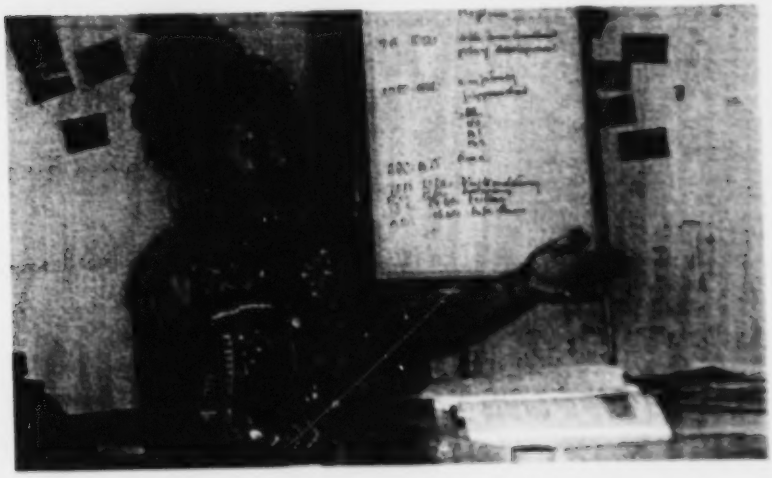
- guidance and counselling strategies
- vocational training
- language and social skills training
- developing cultural diversity in expression
- developing routes for accrediting prior learning
- developing systems for recognising qualifications gained in non-EU countries
- developing traineeships in areas of governmental and non-governmental employment where ethnic minority groups are under-represented

Strand Three:
Strategies for Community Development and Capacity-Building

The aim here is to highlight good practice and develop curriculum resources that will enable and empower ethnic minority organisations to become more effective, thus enabling them to participate in the planning, development and delivery of adult education and training. The focus here includes:

- management and organisational skills training
- urban regeneration and community development
- funding strategies
- developing models for effective self-organisation

This manual is part of the Network's Strand One strategy to produce a training manual for tutors and managers that will assist in the process of bringing about organisational change.



Stella Dadzie
photo courtesy of Cornelia Plasser-Löper Institute for International Cooperation of the German Adult Education Association (IIZ-DVV), Bonn/Germany

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WHY IS THIS RESOURCE NEEDED?

The radical demographic changes to Europe's ethnic map over recent years have implications for adult educators everywhere. Throughout Europe, where refugee, migrant and ethnic minority communities are an increasingly integral part of the social, political, economic and cultural identity of most large cities, the need to develop relevant, accessible provision for adult learners from these communities has never been greater.

Ignorance has combined with direct and indirect institutional discrimination to ensure that ethnic minority adults continue to be marginalised from much available adult education provision. Among the barriers they face are those of language, financial hardship, inadequate or non-existent guidance, lack of familiarity with the host country's educational system and a widespread failure on the part of adult education providers to develop courses that meet their needs.

Where attempts have been made to reverse these trends, individual adult learners from minority communities have often shown themselves to be capable of making rapid progress through the educational system. Moreover, the tutors, trainers and organisations involved have invariably been enriched and rewarded by the experience.

Examples of good practice in catering for black and migrant communities are evident in each of the six countries targeted in this publication. However, the very nature of the work – the way it is funded, the location and status of the classes, the marginalisation of part-time or voluntary tutors and the 'invisibility' of their students' achievements – has meant that this work often goes unrecognised.

Moreover, the task of training tutors and managers so that they will have the awareness and confidence to meet the needs of minority adult learners cannot be achieved without good quality training resources.

Our hope is that this resource will both redress this situation and be a small contribution to a European-wide dialogue over what constitutes good educational practice with adults from black, migrant and ethnic minority communities.

WHAT ARE ITS AIMS?

Our aims in producing this resource have been:

- to provide a summary of the demographic and socio-political contexts of black and migrant communities in Belgium, Britain, France, Germany, Holland and Spain
- to provide a summary of the system and functions of adult education in each of these countries, particularly in relation to ethnic minorities
- to provide an accessible training aide that will assist tutors in their efforts to meet the needs of adult learners from black and migrant communities more effectively
- to identify ways of improving organisational practice and encouraging organisational change in response to the needs and aspirations of black, migrant and ethnic minority adult learners
- to provide a transnational resource that will encourage good practice and facilitate European exchange

photo courtesy of the Interculturael Centrum voor Migranten, Brussel/Belgium

WHO IS IT FOR?

The people most likely to find this resource useful will be working in a variety of Adult Education contexts that require them to plan or deliver provision for adult learners from black or migrant communities, such as

- TUTORS AND ADULT EDUCATORS including teachers, lecturers, trainers, workshop facilitators and their managers,
- COMMUNITY EDUCATION PROVIDERS including NGOs (non- governmental organisations) and others who are working with or in support of BLACK/MIGRANT SELF-HELP GROUPS
- OTHER INTERESTED PARTIES involved in the delivery of guidance, non-formal learning, education and/or training to adults from Black and migrant communities

It will be particularly helpful to those involved in Training and Staff Development, where the aim is to develop or improve staff practice with ethnic minority adult learners.

Although the countries targeted for this project are Belgium, Britain, France, Germany, Holland and Spain, it will hopefully be of relevance to people working with black and migrant adult learners in other European countries and contexts.

photo courtesy of the Interculturesl Centrum voor Migranten, Brussel/Belgium

HOW TO USE THIS RESOURCE

This resource is aimed at a broad audience and will hopefully meet a range of different needs. For example, it can be used by:

- individuals who wish to develop their personal knowledge base
- tutors, course leaders and others seeking ways of improving their organisation's current provision for ethnic minority adult learners
- trainers and staff developers, particularly those who are working with tutors to develop or improve such provision
- adult education and college managers involved in curriculum planning or human resource development in support of the above

PART ONE: CONTEXT

Section One: Introduction

This section sets out the aims and purpose of the resource and provides some background information about the Learning to Live in a Multi-Cultural Society network, the project's aims and target audience, and the terminology used. The Glossary can be used in training, to explore different interpretations of key terms and concepts, and is therefore a useful tool for learning as well as an aid to understanding the terms used in the Manual.

Use Section One to familiarise yourself with the background, contents and possible uses of the Manual, and to clarify some of the key terminology used.

Section Two: Migrants & Ethnic Minorities in Europe A Demographic & Socio-Political Overview

This section provides a demographic and socio-political overview of migrant and ethnic minority populations in Europe, with a focus on the six targeted countries, Belgium, Britain, France, Germany, Holland and Spain. It includes:

- a brief history of post-war migration and immigration trends in each country
- demographic information about the origins and settlement patterns of minority communities
- a socio-economic profile of their legal and political status, including the incidence of racial attacks
- an overview of employment and unemployment trends and participation in education and training

Section Two will help to familiarise you with the status of ethnic minorities in each of the six national contexts. It also includes some essential statistical data for anyone needing evidence or

arguments to support their efforts to expand provision for black, migrant and other ethnic minority adult learners.

Section Three: Adult Education in Europe
A structural and contextual overview

This section provides an historical and contextual overview of adult education provision in Belgium, Britain, France, Germany, Holland and Spain with a focus on:

- how adult education in each country is organised and delivered on a national, regional and local basis
- participation rates and trends among black, migrant and ethnic minority communities
- a summary of the education and training issues currently affecting those communities

The third section will be of particular interest to anyone who wishes to gain an insight into the differences and similarities between adult education provision in each country. It provides information on how Adult Education developed and how it is organised in Belgium, Britain, France, Germany, Holland and Spain, and shows how participation by ethnic minorities is encouraged by means of funding, targeted programmes and other relevant initiatives. It is hoped that Sections Two and Three will be relevant both to national audiences and to those wishing to develop a broader, European perspective on the education of adults from black, migrant and ethnic minority communities.

PART TWO: POLICY & PRACTICE

The focus in Part Two of the Manual is on practical ways of improving policy and practice and bringing about organisational change. Each identified area includes:

- a boxed definition of the skill, concept or approach involved
- an explanation of why this skill, concept or approach is needed and how it can be achieved, and some of the practical or managerial considerations
- a boxed good practice checklist based on a number of success criteria that will serve as guidelines for change within your organisation or project
- case studies as examples of good practice from adult education and other providers in Belgium, Britain, France, Germany, Holland and Spain
- some useful contact addresses and further reading suggestions

It should be stressed that the guidelines provided in the good practice checklists are neither exhaustive nor mutually-exclusive. They should be used creatively and, where necessary, prioritised or combined with other strategies that are relevant to the particular context in which you are working, whether this is a large institution or a small project.

Section Four: Pre-course

This section identifies three key areas for consideration by tutors and their organisations when planning or preparing a course to meet the needs of minority learners. Its focus is on strategies for reaching the learner and providing effective advice and guidance, as well as identifying how to develop and implement a Race Equality policy in support of such provision.

Section Five: On-course

This section identifies three key areas for consideration by tutors and their organisations once minority students have been recruited. It highlights some of the personal support issues affecting minority adult learners; suggests ways of creating a supportive ethos and learning environment; and gives practical ideas for developing your curriculum

Section Six: Post-course

The final section emphasises the importance of supporting student progression once they have completed their course of learning, and suggests ways of monitoring and evaluating your provision and using the information for forward planning and review purposes.

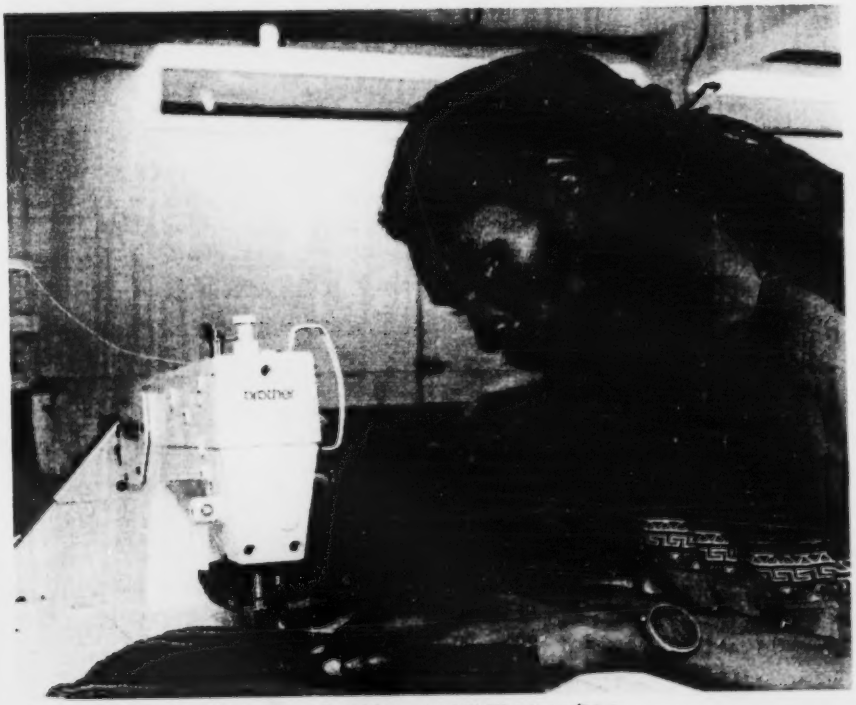

photo courtesy of The National Organisation for Adult Learning (NIACE), Leicester/Britain

GLOSSARY

A number of terms are used in this publication which have very different meanings for the different national audiences. When translating from the original text, wherever possible we have used the terminology favoured in the respective national contexts. This is because many of the terms used, particularly those referring to ethnic minorities, are not readily transferable from one European context to another. The meanings offered are by no means definitive. However, they should aid understanding and encourage discussion of some of the key words and concepts that are used in the manual or are included because of their relevance to the wider debate.

TERMS THAT REFER TO PEOPLE & GROUPS

AUSLÄNDER means 'foreigner' and refers to any person who is not German as defined in Article 116 of German law. Generally no sharp distinction is made between those of foreign origin who are naturalised, and those whose current status is that of an 'Ausländer', since foreign appearance alone tends to dictate whether a person is referred to or treated as a foreigner. Like the term 'Gastarbeiter', the word strongly conveys the message 'you do not belong here'.

AUSSIEDLER An 'Aussiedler' or repatriate is a German citizen or national as defined by the 1913 Citizenship and Nationality Law, who had residency status before May 8th 1945 in former East Germany or in Eastern Europe and who left or were expelled from those countries prior to December 31st 1992. Having proof of German ethnicity can lead to immediate naturalisation.

AUTOCHTONE ALLOCHTONE In Holland, Germany and other parts of Europe, the (originally Greek) terms AUTOCHTONE ('people from here', i.e. the Dutch or ethnic German majority) and ALLOCHTONE ('people who come from afar', i.e. foreigners or ethnic minorities) are in common usage. Unlike the term 'black' (see below), 'allochtone' is generally regarded as a politically neutral term.

BLACK is a term used to refer to those who, because of their 'race', colour or ethnic origin, are visibly and identifiably different from the ethnic majority. It first began to be used positively in the 1960s with the rise of urban black consciousness in the USA, Britain and Africa. Originally used to refer exclusively to people of African descent, it has evolved today as a political umbrella term that can encompass people from a much wider range of cultural, social, linguistic and religious backgrounds – for example, second generation Asians, Africans and African-Caribbeans, people of

dual heritage, as well as non-white refugees from countries like Vietnam, Chile, Turkey or the Phillipines.
As such, it refers to a common social experience rather than to skin tone. Some argue that the term 'black' denies people's differences and ignores or undermines their national identity. Others may avoid it because of its typically negative usage (e.g. 'black market', 'black working' etc.) and its associations with evil or negativity in most European languages. It nevertheless continues to be a convenient way of acknowledging a shared experience of racism, with its common historical roots in slavery, colonialism or neo-colonial economic exploitation. Because of this, it is a political term with which many ethnic minorities choose to identify.

ETHNICITY is a distinct sense of cultural and historical identity based on belonging by birth to a particular ethnic group or, in some instances, by marriage to someone from that group.

ETHNIC MINORITY This is a generic term of convenience, referring to those who are identifiably different to the ethnic majority of the host country due to their 'race' or ethnic origin. In many contexts, these differences are also compounded by religion or language. The term encompasses...

- people who were born abroad and have settled in the host country
- European-born 2nd generation adults, one or both of whose parents or grandparents were born abroad
- migrant workers of Southern, Eastern or non-European origin
- cultural and linguistic minority communities
- asylum-seekers and refugees
- overseas students from non-industrialised countries

In some localities, ethnic 'minorities' are in the majority. Because adult learners from ethnic minority communities are clearly not an homogenous group, acknowledging their common status as minorities within the host country should not stop providers from recognising the diversity of their religious, cultural, linguistic and social contexts – or the need for tutors to transcend their stereotypes and respond to ethnic minority adult learners as individuals

GASTARBEITER literally means 'guest worker'. With the start of organised government recruitment of foreign workers in 1955, it was the term coined to refer to those who entered the Federal Republic of Germany for the purpose of paid work. The term emphasised their temporary 'guest' or visitor status and the expectation that they would eventually return to their countries of origin. As such it continues to convey the message 'you do not belong here'. Nowadays the term is used less and less, since most immigrant families in Germany have taken up permanent residency.

MIGRANT refers to people who have moved from one country to another, typically for work or other economic motives.

REFUGEE & ASYLUM-SEEKER the term 'refugee' is defined under Article 1 of the 1951 UN Convention as a person who 'owing to well-founded fear of being persecuted for reasons of 'race', religion, nationality, membership of a particular social group or political opinion, is outside the country of his (sic) nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it". The term 'asylum-seeker' refers to people who have applied for political asylum either before, after or on entering a country, and are awaiting official leave to remain there.

TERMS THAT REFER TO PROCESSES & PRACTICES

ACCULTURATION describes the process of adaptation by an individual to a foreign culture with which s/he is in contact, or to a new socio-cultural environment into which s/he is transplanted. Although minorities are placed under considerable pressure to become acculturised because of their minority status, their acculturation does not necessarily lead to social integration.

ANTI-RACISM is the conscious endeavour to challenge and combat racism in all its behavioural and institutional forms.

ASSIMILATION is the process whereby individuals or communities come to embrace or assume the values, beliefs or socio-cultural characteristics of their host country by losing or being encouraged to lose the socio-cultural characteristics that are particular to their country of origin. Assimilation does not necessarily imply a voluntary process, particularly where a person's visibility combines with powerlessness to incite racial discrimination or physical abuse. The pressure to assimilate may be considerable, and is regarded by some as a denial of the right to be different.

CONFLICT describes situations arising from a confrontation of aims, ideas or basic principles. While many regard conflict as something to be avoided, another more positive view sees it as an inevitable consequence of personal freedom and diversity, and a driving force behind personal and social change.

CULTURE refers to those shared rituals, symbols and practices that determine a group or individual's perception of themselves and the world in which they live. Expressed through music, language, food, dress, art etc., culture is a dynamic concept that may incorporate – but is not necessarily synonymous with – particular beliefs or moral values

DIRECT DISCRIMINATION is treating people less favourably on the grounds of 'race', nationality, religion, gender, etc. Article 14 of the European Convention for the Protection of Human Rights and Fundamental Rights and Freedoms, to which all European member states are signatories, outlaws racial and many other forms of discrimination. However, domestic legislation specifically outlawing racial discrimination has yet to be introduced in all the member states. In Britain, the Race Relations Act makes both direct and indirect discrimination on the grounds of 'race' illegal, although this has proven hard to enforce. Discrimination is also illegal under the Dutch constitution. Although it is officially discouraged, there is no legislation that specifically outlaws racial discrimination in Germany, the Netherlands, France, Spain, Belgium or any of the other European member states other than Britain.

ETHNOCENTRICITY is viewing the world from the perspective of a particular ethnic group, often with the assumption that the values, beliefs and achievements of that group are superior to those of other ethnic groups. Eurocentric assumptions, for example, are at the root of much of what is learnt in the school curriculum. All groups have the ability to be ethnocentric. For people descended from Africa, it has sometimes been necessary to adopt an Afrocentric approach to the study of history, art, science and literature, promoting black people's achievements in order to redress their invisibility within the curriculum.

INDIRECT DISCRIMINATION involves applying a rule or requirement or behaving in a way that effectively leads to less favourable conditions or treatment for a particular individual or group – for example, enforcing a dress code or timetable of study that does not take account of that individual/ group's religious obligations

INSTITUTIONAL RACISM refers to those procedures and practices within an organisation or institution that support and encourage direct or indirect racial discrimination – for example, insisting on course entry requirements that do not recognise overseas equivalent qualifications.

INTEGRATION refers to the process whereby a particular individual or community becomes part of the host society, without necessarily losing their cultural, social and/or religious identity. In France, the term refers to a specific policy which aims to encourage active participation in French national

society by various means, while accepting the co-existence of cultural, social and moral characteristics, on the understanding that French society as a whole is enriched by this variety and complexity.

INTERCULTURALISM describes the interaction that takes place between people from different cultural or ethnic backgrounds. In German Volkshochschulen, for example, intercultural approaches aimed at encouraging communication, tolerance and mutual understanding have been widely adopted.

MULTICULTURALISM is the harmonious co-existence of many different cultures in society, supported by services and facilities (health, education, the arts etc.) that embody and promote this aim. The term describes both an approach (e.g. multi-cultural education) and a social vision (e.g. multi-cultural society). However, promoting multi-culturalism alone is not sufficient to address issues of power and institutional racism as the South African experience, among others, aptly shows.

NATIONALISM is a distinctive sense of cultural and historical identity and/or common destiny, based on being a citizen of a particular nation state. In its most extreme forms such as Nazism or Apartheid, it has resulted in acts of genocide or 'ethnic cleansing', justified by a belief in the natural superiority of the aggressor.

NORTH/SOUTH These terms have been in popular use since the early eighties. The poorer countries of the South are often contrasted with the richer, industrialised countries in the North, despite the fact that geographical parameters are vague and inexact. There are poor countries in the Northern hemisphere, just as there are some rich countries in the South.

PREJUDICE is the pre-judgement of a particular group or individual according to stereotypical assumptions and/or ignorance

POSITIVE ACTION describes special measures that are designed to empower people who are disadvantaged because of prejudice, stereotyping and 'race' or gender discrimination (for example in employment or schooling). As such, Positive Action seeks to redress past disadvantages and enables people to take full and equal advantage of opportunities in jobs, education, training, services etc. In the USA it is referred to as Affirmative Action. Positive Action is not the same as Positive Discrimination or Reverse Discrimination, which involve giving preferential treatment to a particular individual or group to counter the effects of past discrimination

'RACE' is a discredited concept, developed in the 18th and 19th centuries to 'explain' physical, intellectual and other differences between people. Humankind was divided into three racial groups – 'negroid', 'caucasoid' and 'mongoloid' – based on superficial differences in skin-colour, hair texture, eye shape etc. Pseudo-scientific evidence was cited to reinforce the belief that physical, intellectual and other differences are genetically determined

RACE EQUALITY POLICY is a voluntary written statement, most commonly encountered in Britain that declares an organisation's active commitment to developing a non-discriminatory, multi-cultural environment in which everyone, regardless of 'race', nationality, religion, language or culture, is entitled to equality of access and opportunity. It should be closely linked with the organisation's mission, and should include a statement of intent in each key area (e.g. curriculum, development or staff recruitment) followed by an implementation plan. In Germany and the Netherlands, companies, organisations and educational institutions often adopt voluntary 'ethnic codes' or declare their commitment to anti-discriminatory practice in their mission statements. However, in both countries, as well as in Belgium, France and Spain, the notion of developing a comprehensive Race Equality policy is still relatively new.

RACIAL HARASSMENT refers to acts of verbal or physical abuse and other forms of threatening behaviour towards people of another racial or ethnic group. It includes name-calling, the use of abusive language, and (in its most extreme form) acts of racially motivated violence.

RACISM is sometimes defined as 'prejudice plus power'. However, this is a simplistic definition, since it implies that only people in obvious power or authority can be racist. In fact, the term describes a complex set of attitudes and behaviour towards another racial or ethnic group. It is most commonly used to refer to a set of attitudes that have very distinct historical origins in the 'pseudo-scientific' (and now discredited) beliefs about 'race' that developed in Europe during the 18th and 19th centuries based on...

- the belief that differences in physical/cultural characteristics (such as skin colour, language, dress, religious practices, etc.) correspond directly to differences in personality, intelligence or ability, (that can lead to assumptions about racial superiority and inferiority)
- both the social and economic power of members of one racial or ethnic group to enforce and enact such attitudes and behaviour towards others, (which can lead to structural disadvantage and institutional/ individual discrimination)

Some have argued that similar forms of racism also exist in Indian and Arab cultures, and that it is not, therefore, a strictly European invention. The Anne Frank Foundation defines racism more broadly as: '...a composition or structure of ideologies and attitudes based on 'race', discriminatory behaviour, and structural/ institutional practices that cause inequality, linked to the misconception that discriminatory relations between groups are morally and scientifically justified'.

RIGHT-WING EXTREMISM is based on superior notions of racial or national identity and shared belief in an exclusive cultural, historical or national identity. In its most extreme forms such as Nazism or Apartheid, it has resulted in acts of genocide or 'ethnic cleansing', justified by a belief in the natural superiority of the aggressor. Right-wing extremist activity is widespread throughout Europe, and has been responsible for countless acts of racially-motivated violence, including arson and murder. There are extreme right-wing parties in every EU country – for example, the neo-nazi British National Party (BNP) which won a seat in local elections in the Isle of Dogs, East London, in 1992[2]; the neo-fascist Deutsche Volksunion (DVU) which claims a membership of over 23,000; the anti-semitic, anti-islamic party Front National (FN) in France, which gained 12.5 of the vote in 1993 and also has ten MEPs; the Centrum Demokraten (CD) which won 15 council seats in Amsterdam, Rotterdam and the Hague in the 1990 local elections in the Netherlands; the extreme right Frente Nationale, which claims to have 1000 councillors in the country, elected as 'independents'; the Flemish nationalist Vlaams Blok (VB) party and the French nationalist Front National (FN), both of which play an active role in Belgium.

STEREOTYPING involves labelling or categorising particular groups of people, usually in a negative way, according to pre-conceived ideas or broad generalisations about them – and assuming that all members of that group will think and behave identically.

XENOPHOBIA describes extreme feelings of fear or hostility towards outsiders, and can be expressed through someone's latent attitudes or manifest actions in response to national, ethnic, religious or cultural difference. It is evident not only in the attitudes and behaviour of individuals or groups, but also in the form of institutional, economic, political, social and judicial rejection.

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2 This was subsequently reversed, although support for the BNP and other neo-Nazi groups in Britain like Blood and Honour and Combat 18 remains widespread, particularly among white working class youth.

ADULT EDUCATION TERMS

ADULT LEARNERS This term encompasses the diverse group of learners in post-compulsory, voluntary or community education who are seeking to develop or update their knowledge, competence or skills for their own professional, vocational, social or personal development. It includes full and part-time students, trainees and employees taking part in Staff Development, parents who attend classes in their children's school and many others. Despite a diversity of educational needs and circumstances, black, migrant and ethnic minority adult learners are likely to share a common experience of institutional racism that may result in discrimination, harassment, exclusion or marginalisation by education providers.

BI-LINGUAL Refers to bi- or multi-lingual adults who speak one or more languages other than the language of the host country.

COURSE The terms COURSE or PROGRAMME OF STUDY are used in this Resource to refer to the full range of learning opportunities available to Adult Learners. The terms encompass education, training and study programmes available to adults, including

- discrete and modular provision
- formal and non-formal learning opportunities
- full and part-time courses of study
- institution-based, work-based and community-based learning
- flexible and open learning

ILLITERACY This term describes the situation of people who cannot read or write in any language and who therefore lack basic skills such as the ability to express themselves in writing and to understand and use written language in everyday life. People aged 16 and over who have attended school but do not have sufficient mastery of the written word in any language to cope with the minimum demands of occupational, social, cultural and personal life are considered to be functionally illiterate.

ORGANISATION This term is used throughout this resource to refer to the wide range of large and small adult education providers, including colleges and universities, self-organisations and voluntary, outreach, community and adult education projects which may or may not be organisation-based.

PEDAGOGICS

This term is widely used throughout Europe to refer to the thinking behind educational policy and approaches. In Germany, 'Ausländerpädagogik' (literally, 'pedagogics for foreigners') is a concept that was developed as a result of growing work with immigrant families, who were considered to suffer from educational deficiencies, particularly with regard to language skills. Special measures, including social training and adult education, were targeted at migrant groups, designed to promote their assimilation and integration into German society. During the course of the 1980s, 'Ausländer-pädagogik' which was based on a deficiency model, was replaced by 'interkulturelle Pädagogik' ('intercultural learning') which promoted a more mediative approach, targeted at all German citizens rather than at minority groups alone.

photo courtesy of Federación de Asociaciónes de Educación de personas Adultas (FAEA), Zaragoza/Spain

MIGRANTS & ETHNIC MINORITIES IN EUROPE

Section Two: A Demographic and Socio-Political Overview

photo courtesy of Kontakt der Kontinenten, Soesterberg/The Netherlands

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SECTION 2

MIGRANTS & ETHNIC MINORITIES IN EUROPE

A DEMOGRAPHIC AND SOCIO-POLITICAL OVERVIEW

The growing presence of racism, xenophobia and discrimination against ethnic minority and migrant communities in Europe is in direct contradiction of the European Union's declared values in support of human rights and against discrimination on the grounds of religion, ethnic difference or gender. It has led to various political moves to counteract this situation at a European-wide level, including a recent decision by the European Council to nominate 1997 the European Year against Racism.

Due to the growth of immigration into Europe over the past four decades, the illusion of cultural homogeneity – which despite nationalist assumptions has never been a historical reality in any of Europe's nation-states – has been shattered, and multi-culturalism has become an increasing feature of society in each of the European Union's member states. This migration of people from a diversity of ethnic backgrounds, has many historical reasons.

After World War II, in the aftermath of the anti-colonial movements in Europe's colonies, a labour reserve was created that would be readily exploited by some of the former colonial powers. Widespread political and ethnic strife also resulted in refugees from the ex-colonies fleeing their homelands and seeking asylum. This led to a wave of migration into Western Europe from the 1950s through to the early 1970s, characterised by the conscious attempts of Europe's expanding economies to recruit foreign workers into jobs that the indigenous workforce could not – or would not – fill.

In Britain, immigrant workers were actively recruited from the West Indies and the Indian sub-continent on a promise of full British citizenship and permanent residency rights. From the early 1960s, the introduction of successive laws to restrict the number of black immigrants encouraged these workers to send for their families and dependents or risk permanent separation. Their children – and their children's children – now form 47% of the British-born black and ethnic minority population.

In France, the entry of immigrants of European origin was also officially encouraged, supplemented by migrants from Algeria particularly after Algerian independence in 1962. Migrants from Portugal, Morocco, Tunisia and later from Turkey also arrived in significant numbers, encouraged by French economic prosperity. However their reception was inadequate, resulting in contemporary urban ghettos composed of disadvantaged, predominantly immigrant populations.

In Germany, labourers came from parts of Southern Europe (Italy, Spain, Greece) and later from Turkey, Northern Africa and Yugoslavia. They were called 'guest-workers', and their number increased with the erection of the Berlin Wall in 1961 and the development of the Cold War that cut off more traditional sources of foreign labour. However, it was never the German Government's intention that they should be integrated into the host society. Their status remained precarious, with the expectation that they would return to their countries of origin whenever economic factors made their labour superfluous.

In the Netherlands, Indonesian and Moluccan immigrants from the Dutch former colonies were followed in the sixties by 'guest workers' from Southern European countries whose stay was originally intended to be temporary. 'Chain' immigration, resulting from the reunion and expansion of families, has led to a recognition in recent years that their presence in Holland will be permanent, resulting in a policy of encouraging 'integration while retaining their own identity'.

Post-war Belgium relied mainly on a contract with the Italian government to supply Italian workers from 1947 onwards to work in the coal mines. They were followed by workers from Southern Europe (Greece and Spain) and North Africa (Morocco and Tunisia). Trade Union pressure led to a severe tightening of immigration controls in the mid 1960s and in 1974, in common with other European countries, a decision was taken by the Belgian authorities to bring immigration to a complete halt.

Spain, traditionally a labour-exporting country, has been a major source of workers for the industrialised countries of north-western Europe. Officially it has a relatively small migrant population and much of its foreign workforce is made up of immigrants from within the European Union. During the years of Franco's dictatorship, it exported around three million workers to other parts of Europe.

Economic depression in the early 70s combined with the oil crisis and a growing number of young, indigenous workers entering the European labour market to put a halt to migration from Southern Europe, Africa, India, the Caribbean and other parts of the world. Throughout Europe, restrictions were placed on migrant populations that affected their residency, citizenship and other rights.

Those who came to Europe originally as migrants thus faced the risk of returning to their countries of origin and not being allowed re-entry; or of applying to have their families join them, effectively altering their status to that of would-be settlers and immigrants. The net effect of these restrictions was to encourage immigration to Western Europe at a time when the legal employment of foreign workers was being actively discouraged at a political level.

Since the late 1970s, the migration of people from the poorer countries of the Southern Hemisphere to the richer countries of the North has helped to swell the number of migrants into

Western Europe. This has a precedent in the earlier political flight from East to West of many hundreds of thousands of migrants from Hungary, Czechoslovakia, Poland and Bulgaria [1]. Since the fall of the Iron Curtain, the number of migrants from Eastern European countries has increased from 1 million to 3 million per year. With the advent of Civil War in former Yugoslavia in 1991, Europe has witnessed the flight of a further 4.6 million refugees from their homes [2].
Despite the increase in the number of black, migrant and ethnic minority communities in countries throughout the European Union, politicians have yet to develop a consistent immigration policy. Economic migrants and political refugees from countries in the South and from Eastern Europe are daily confronted with a range of confusing and sometimes contradictory legislation. In some cases, the fact of being born on European soil confers no automatic rights of citizenship; in others, even the threat of torture or death is no guarantee against arbitrary deportation. The declaration of 1997 as the European Year against Racism will hopefully increase awareness of the need for a more consistent and humane European-wide policy towards migrants and refugees, as well as focusing attention on the responsibilities of individual member states both to embrace multi-culturalism and to challenge racism and discrimination at the highest political level.

In sharp contrast to the on-going public debate about 'aliens' and foreigners, in 1993 the non-European population in the fifteen member states was only approximately 2.1%.[3] Historically,

[1] 180,000 Hungarians left Hungary after 1956/57; 200,00 Czechs and Slovakians left Czechoslovakia after 1968/69; 250,000 Poles left Poland with the introduction of martial law in 1980/81; and 400,000 Muslim Bulgarians left Bulgaria for Turkey after 1989/90

[2] It is worth noting that only 700.000 of these reached Western Europe. 355,000 took refuge in Germany; 80,000 in Switzerland; 74,000 in Sweden; and 70,000 in the UK. The remainder became internal refugees or were absorbed by other Eastern European countries

[3] Non-nationals from outside the EU*

Member States 1993	Surface in 1000 km²	Total population (in millions)	Foreign population (non-EU origin) in %
France	549,1	57,5	4.0
Spain	504,8	39,1	0,5
Sweden	450,0	8,7	5,4
Germany	356,6	81,0	5,2
Finland	337,1	5,1	0,5
Italy	301,3	56,9	0,7
Great Britain	244,1	58,1	2,1
Greece	132,0	10,3	1,4
Portugal	92,1	9,9	0,8
Austria	83,9	7,9	5,6
Ireland	70,3	3,6	0,6
Denmark	43,1	5,2	2,5
Netherlands	41,2	15,2	3,6
Belgium	30,5	10,1	3,6
Luxemburg	3	0,4	3,2
EU	2238,7	368,98	2,1

Source: Europe in Figures/ Eurostat 1995

* These figures do not take account of national minorities, typically the second or third generation descendants of immigrants from former colonies, in countries like France and the UK.

Europe has experienced migration on a far larger scale. However, competition due to the scarcity of jobs, the growing social divide between the 'haves' and 'have-nots' and a general decline in economic prosperity have all contributed to an official view that their presence in Europe is a 'problem'.

Economic and social hardships have encouraged sections of the indigenous population – themselves the product of centuries of ethnic melting – to declare that 'the boat is full'. Such political slogans play on people's fears that they are losing their national identity and encourage a scapegoat mentality that blames 'outsiders' for the internal problems faced by the host society. Despite the tendency to call them 'foreigners', a high proportion of Europe's ethnic minority populations were born here or have lived in their respective host countries for more than two decades, paying taxes and making a vital contribution to the economy. Nevertheless, they are increasingly the target of racial attack and other forms of discrimination.

In 1992, the majority of this migrant or immigrant population – namely 4,2 million or 72% – was living in Germany, with 2,3 million in France and 1,2 million in the UK. Nearly half of all those originating outside the EU came from other European countries – mainly from Turkey and former Yugoslavia. Another 19% came from the Maghreb countries (Algeria, Morocco and Tunisia). In

Britain and France, where the minority populations are, to a large extent, composed of nationals from former colonies, many have long-standing ties with their 'mother country' that go back over centuries. Only 10,6 million of the European Union's 366 million inhabitants originated in non-EU countries, and only 21% of European immigration is of non-European origin. Demographically, therefore, the European Union's 'migrant' population is still relatively young.

Whatever their origins, Europe's ethnic minority populations encounter both direct and indirect discrimination from members of the dominant or majority culture. The current socio-economic profile of migrant and ethnic minority communities across Europe reveals that they face:

- longer periods and disproportionately high levels of unemployment
- a higher percentage working in semi- or unskilled jobs
- a higher incidence of poverty and homelessness, including generally poorer housing and living conditions
- a growing incidence of family breakdown, with more women becoming sole parents and more men living alone
- growing criminalisation, exacerbated by structural racism within the Criminal Justice system and discriminatory policing
- spacial and social segregation from their respective host communities
- higher levels of crime, delinquency, violence and drug abuse
- greater incidence of physical and mental illness
- increasing exposure to racially or ethnically motivated attacks, including arson and murder

Any attempt to understand this experience of discrimination, and in particular how this impacts on their experience of Adult Education – requires a closer examination of their political, legal and educational status in their respective countries. The following chapter provides a brief overview of the status of black and migrant communities in the six countries Belgium, France, Germany, the Netherlands, Spain and United Kingdom that were involved in the production of this manual.

MIGRANTS AND ETHNIC MINORITIES IN BELGIUM

Post-war Immigration

Throughout its history, Belgium has experienced extensive immigration. Before the First World War, the country attracted emigrants from Central and Eastern Europe because of its central position and ease of access. For many, Belgium was the first stage in their long journey to the "New World".

After the Second World War, the country was in need of reconstruction. Coal was the main source of energy at the time, and since the coal mines were short of labour, German prisoners of war and other offenders were initially put to work in the mines. They were freed in 1947, resulting in a Belgian-Italian agreement, signed in Rome on 20 June 1947, allowing for 50,000 Italian workers to come and work in the Belgian mines. Post-war immigration policy was tightly organised and controlled, with migrant workers only recruited into a single sector of the Belgian economy – the mines.

On 8 August 1956, the "Bois du Cazier Mine" tragedy occurred in Marcinelle, in which 262 miners were killed, among them 136 Italians. The Italian emigration service demanded stricter safety measures and refused to send further contingents of Italians to Belgium. The Belgian authorities and employers refused to implement these demands and contacts were made with other countries resulting in the recruitment of workers initially from Spain and Greece, then from Morocco and finally from Tunisia.

In February 1967, due to pressure from the trade unions, the Belgian authorities decided to apply residency legislation more strictly. However, the system was not watertight, and immigration continued, albeit in smaller numbers.

In 1974, with the continuing economic crisis, Belgium (in common with other Western European countries) took the decision to put a complete halt to official immigration, a ruling that still applies. When this ruling was made, some 10,000 migrant workers were "regularised". Existing foreigners residing in Belgium at that time had the right to a residency permit and a work permit. However, new arrivals no longer had these rights.

On 1 January 1996, there were 909,769 non-Belgians and 9,233,278 Belgians resident in the country. Foreigners thus accounted for 9.0% of a total population of 10,143,047. This group is very varied. Some 554,000 are migrants from European Union (EU) countries, who comprise a little over 60% of all foreigners, compared with around 335,000 (almost 40%) from outside the EU. European citizens largely come from Italy and neighbouring countries. The main non-European communities are composed of Moroccans and Turks, who are 1.4% and 1.8% respectively of the total Belgian population. The non-French and non-Dutch speaking population is still made up of a majority of males. There are 481,734 men compared with 428,035 women,

a difference of about 55,000. Even among the Italian population, which has been established here for forty years, there are still 20,000 more men than women [1].

The majority of the 909,769 foreigners live in Wallonia, where they account for 10.4% of the population; 281,000 live in Brussels, where they represent 29.7% of the local population. In Flanders, their percentage continues to be around 5%. In the Wallonia region are mainly persons from the EU, with the Italians and French accounting for 4.7% and 1.5% respectively of the total. The proportion of those from outside the EU amounts to 2.4%.

In Flanders, the number of EU citizens (2.6%) is comparable with that of non-EU foreigners (2.2%). The Dutch are the only nationality to account for more than 1% of the Flemish population. The majority of the British and Turks also live in Flanders.

In the Brussels-Capital Region, non-French and non-Dutch speaking minorities account for almost a third of the total population, and the number of persons from outside the European Union is slightly larger than that of those of EU origin. The majority of migrants from Mediterranean Europe (except for the Italians) and Morocco live in Brussels. They account for 7.8% of the Brussels population.

[1] Overview of the ten main nationalities among the foreign population in Belgium by region*

	Belgium	Flanders		Wallonia		Brussels	
	N	N	%	N	%	N	%
Italy	210,656	24,502	0.4	156,490	4.7	29,664	3.1
France	100,088	15,768	0.3	53,483	1.5	30,837	
Netherlands	77,157	66,046	1.1	6,250	0.2	4,861	0.5
Spain	48,322	10,333	0.2	15,101	0.5	23,188	2.4
Portugal, Greece	43,788	8,150	0.1	10,320	0.3	25,318	2.7
Germany	31,818	10,801	0.2	15,045	0.5	5,972	0.7
United Kingdom	25,974	12,743	0.2	5,203	0.2	8,028	0.8
Other EU countries	16,714	5,048	0.1	4,591	0.1	7,075	0.7
EU	**554,517**	**153,091**	**2.6**	**266,483**	**8.0**	**134,943**	**14.2**
Morocco	140,303	45,828	0.8	20,405	0.7	74,070	7.8
Turkey	81,744	40,956	0.7	19,587	0.6	21,201	2.2
Zaire	12,210	1,862	0.0	4,189	0.1	6,159	0.6
United States	11,959	4,312	0.1	4,561	0.1	3,086	0.4
Algeria	9,504	1,462	0.0	5,798	0.2	2,244	0.2
Tunisia	5,315	1,716	0.0	1,078	0.0	2,521	0.3
Others	94,217	34,202	0.6	22,323	0.7	37,692	4.0
Non-EU	**355,252**	**130,338**	**2.2**	**77,941**	**2.4**	**146,973**	**15.5**
FOREIGNERS	909,769	283,429	4.8	344,424	10.4	281,916	29.7
BELGIANS	9,233,278	5,596,928	95.2	2,970,144	89.6	666,206	70.3
TOTAL	**10,143,047**	**5,880,357**	**100.0**	**3,314,568**	**100.0**	**948,122**	**100.0**

Source: INS, 1 January 1996

*The figures in bold show the Region in which each nationality is most strongly represented.

Legal Status

Since the adoption of the Belgian Nationality Code in 1984, an average of 13,185 persons have automatically acquired Belgian citizenship each year, if peaks resulting from recent amendments to the legislation are discounted. The first of those peaks in 1985 mainly concerned persons from the EU (around 65,000 persons). This was a consequence of the automatic acquisition of Belgian nationality by children of mixed marriages who had a Belgian mother. The second peak, over the two-year period 1992-93, related to those from the EU and from outside the EU in a somewhat similar way (approximately 30,000 in each case) [2].

Over recent years, many non-EU foreigners have chosen to assume Belgian nationality. In 1995, for example, out of 26,129 persons who made this choice, there were only 3,937 from EU countries. A little over 250,000 foreigners have naturalised since 1985. Their socio-economic progress is difficult to evaluate, since in the statistics, they changed category and are henceforth counted as Belgians.

The reduction in the number of persons from EU countries who opt for naturalisation is explained by the gradual emergence of European citizenship. For such people, naturalisation is losing some of its socio-economic importance, and there are now only a little under 4,000 a year who make this choice. The situation is very different for those from outside the EU, for whom acquiring Belgian nationality is the only way of benefiting from complete citizenship rights, both judicially and socio-economically.

[2] Acquisition of Belgian nationality by country of origin

	1985	1986 – 91	1992	1993	1994	1995	Total	%
Netherlands	10,088	1,893	1,992	222	335	341	**14,871**	5.9
France	16,953	4,444	2,179	532	618	608	**25,334**	10.1
Germany	3,439	794	299	52	94	131	**4,809**	1.9
United Kingdom	1,985	570	331	79	102	106	**3,173**	1.3
Italy	25,377	7,637	22,362	1,431	2,325	2,098	**61,230**	24.2
Spain	3,764	1,099	1,795	196	281	247	**7,382**	2.9
Portugal	958	410	230	85	117	100	**1,900**	0.7
Greece	1,249	856	940	170	312	294	**3,821**	1.5
Other EU	1,105	101	102	14	11	12	**1,345**	0.5
EU	**64,918**	**17,804**	**29,417**	**2,781**	**4,195**	**3,937**	**123,052**	**48.9**
Other Europe	2,637	3,213	1,038	796	1,005	851	**9,540**	3.8
Turkey	661	2,988	3,886	3,305	6,273	6,572	**23,685**	9.4
Algeria	1,484	992	932	543	711	780	**5,442**	2.2
Morocco	3,464	10,554	6,862	5,500	8,638	9,146	**44,164**	17.5
Tunisia	1,705	1,248	486	416	573	537	**4,965**	2.0
Zaire	810	930	338	410	474	452	**3,414**	1.4
Refugees	2,008	6,346	1,368	925	1,662	1,804	**14,113**	5.6
Non-EU	**18,503**	**35,756**	**17,068**	**13,598**	**21,592**	**22,192**	**128,709**	**51.1**
TOTAL	**83,421**	**53,560**	**46,485**	**16,379**	**25,787**	**26,129**	**251,761**	**100.0**

Source: INS, 1 January 1996

IMMIGRATION IN BELGIUM

Pre-1920:

- spontaneous immigration, chiefly from neighbouring European countries
- in 1846 there were 95,000 foreigners – 2% of the population
- in 1910 there were 254,000 foreigners – 3.5% of the population
- more than 80% of foreigners were Dutch, French or German

1920-1940:

- organised immigration, with initial recruitment from Eastern and Southern Europe: Italians, Poles and Czechs
- in 1930 there were 319,000 foreigners – 3.9% of the population
- immigrant workers confined to working in the coal mines especially in Wallonia and Limburg

1945-1956:

- contingents of migrants recruited by agreement with their governments: 77,000 Italians and 20,000 Poles
- In 1947 there were 367,000 foreigners – 4.3% of the population
- Immigrant workers still working in the mines, also in heavy industry (metals)
- Most migrant workers concentrated in Wallonia, Limburg and Brussels
- an end to Italian recruitment is brought about by the Marcinelle mining disaster (8 August 1956)

1956-1969:

- the "Golden Sixties" result in widespread recruitment from new countries, mainly Spain, Greece, North Africa and Turkey
- 1964: the publication "Living and Working in Belgium" explicitly encourages family immigration
- migrants concentrated in the construction, textile, personal care and catering industries mainly in Flanders and Brussels
- in 1970 there were 696,300 foreigners – 7.2% of the population

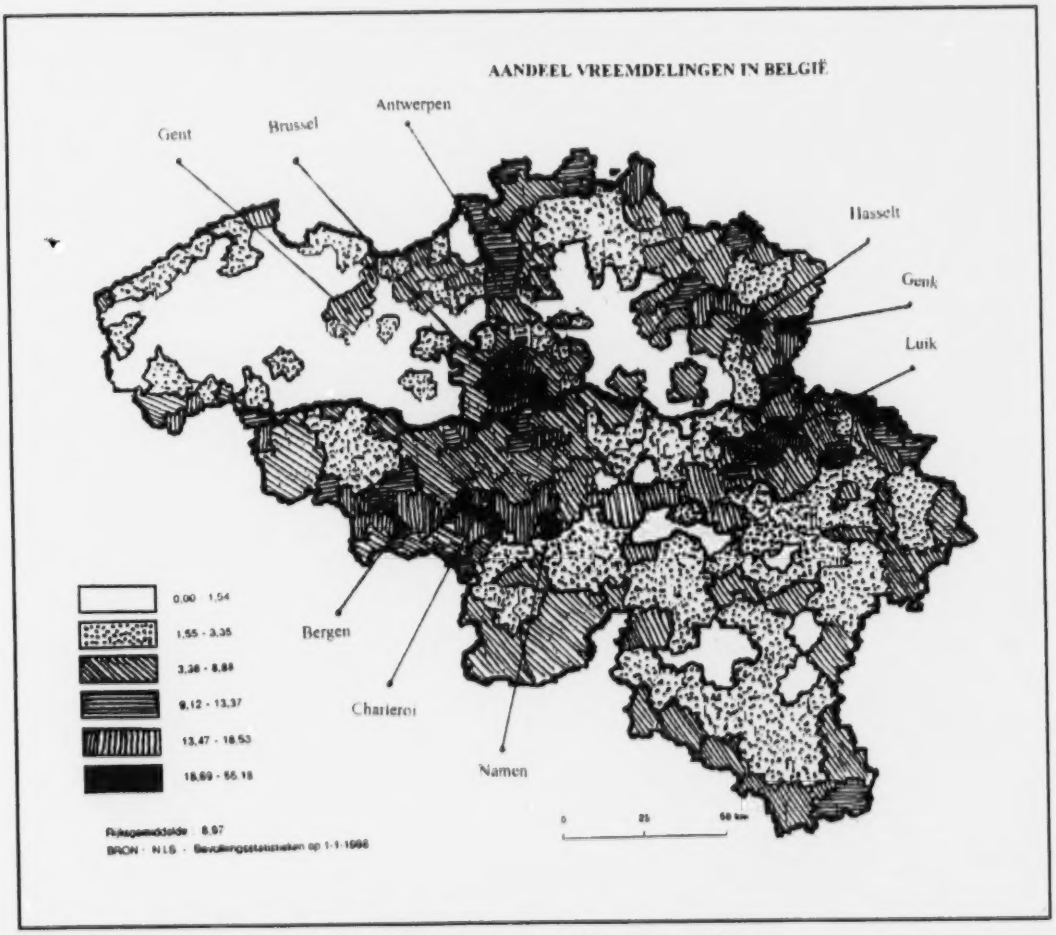
1970s:

- economic crisis leads to regularisation and a halt to the immigration of North Africans and Turks
- clandestine work is at first tolerated, then regularised
- settlement largely in those areas where the work was, principally Brussels
- 1974: government halts immigration except for:
  - free movement of workers between Member States of the EU

- family reunion
- managerial positions (Japan, USA, Sweden, etc.)
- political refugees
- students

1980s:

- integration of migrants into the community
- no new immigration remains the rule
- a rise in the number of second and third-generation immigrants – 36% of foreigners now born in Belgium
- an increase in the number of mixed marriages and naturalisations
- in 1981 there were 878,000 foreigners – 8.9% of the population
- in 1991 there were 904,500 foreigners – 9% of the population



Aandeel Vreemdelingen in België, Map showing the concentration of foreigners in Belgium

Source: BRON; N.I.S. Bevolkingsstatistieken op 1-1-1996

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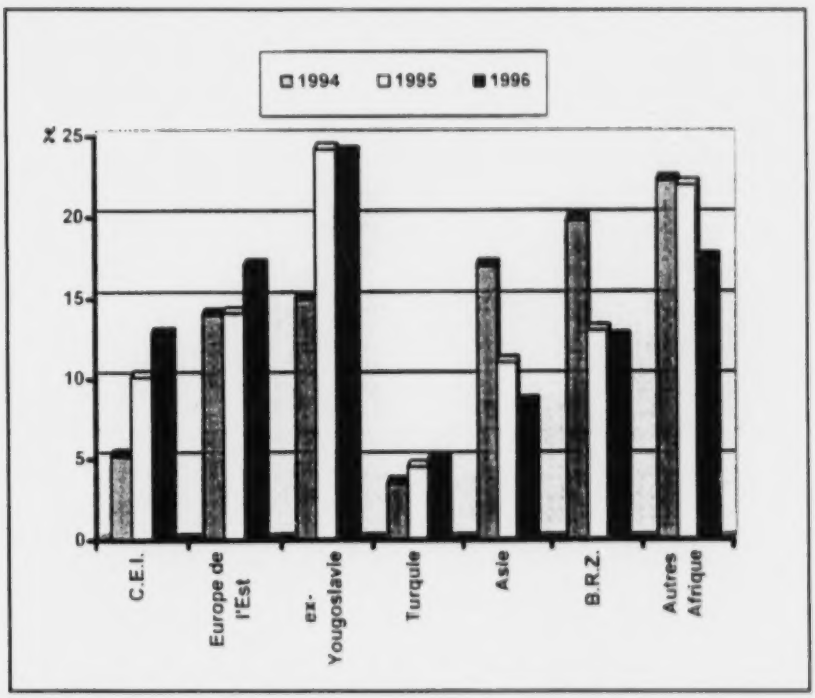
Asylum-seekers

Belgium had 11,660 asylum-seekers[3] in 1995. Just under half of them (48.8%) came from Europe, especially former Yugoslavia, Eastern Europe and the former Soviet Union. 11% of applicants were from Asia, notably Turkey and Pakistan. India, which accounted for 10% of the number of asylum-seekers ten years ago, has now fallen to 1%. 34.5% of asylum-seekers were from Africa. 15% of asylum-seekers in 1996 came from Eastern Europe. The number of Romanian refugee applicants had stabilised at around 8%, whereas it accounted for 20% of the total number of applicants in the early 1990s. 10% of asylum-seekers came from countries in the CIS, particularly from Armenia, Georgia and Russia.

Between 1 February 1988 and 31 December 1995, a total of 111,924 persons applied for asylum in Belgium. Of these applicants, 7,038 (6.3%) were recognized as political refugees, 89,702 applications were definitively rejected, and 22,222 are still being processed.

[3] Asylum-seekers in Belgium by country of origin



Source: Commissariat General for Refugees and Stateless Persons

This bar chart shows the number of requests for asylum that were lodged in Belgium in 1994, 1995 and the first six months of 1996. In addition to the 7 regions of origin, there is also a negligible category (1% per year) of refugee applicants from America and Western Europe. The term "former Yugoslavia" covers the six republics which formerly comprised that country (Serbia, Montenegro, Bosnia, Croatia, Slovenia and Macedonia).

Employment and Unemployment in the Flemish Community

Every year, the National Institute of Statistics organizes a sample survey of the active population. This involves questioning a random sample of around 35,000 households (65,700 persons aged 15 years and above) about their situation in the labour market. The main aim of the survey is to divide the active population (aged 15 years and above) into three categories: those who are working, those who are unemployed, and those who are otherwise economically inactive. Although the nationality of participants in the survey is one of the criteria used in the questionnaire, the results only refer to the overall population [4].

The number of self-employed workers in Belgium amounts to around 13%, approximately the same as among foreign workers. With the exception of public servants, EU foreigners have roughly the same working status as the Belgians. On the other hand, the vast majority of non-EU foreigners are employed as unskilled workers, and only 17% of them have clerical status.

On 1 January 1996, the National Labour Office (ONEM) counted 504,842 unemployed persons in receipt of benefit. In reality, the number of unemployed persons in Belgium is higher since there are other categories of persons seeking work besides those receiving benefit who do not appear in the ONEM figures. These include part-time unemployed, unemployed persons aged

[4] Employed population in the Flanders Region by occupational status in 1995

	Belgians	EU foreigners		Non-EU foreigners		
	N	%	N	%	N	%
Employers	51,754	2.3	2,679	4.8	341	1.6
Self-employed	286,309	12.6	7,610	13.7	2,447	11.5
Executive staff	63,040	2.8	1,285	2.3	464	2.2
Unskillied workers	691,353	30.5	19,516	35.2	13,159	62.1
Clerical workers	723,070	31.9	21,136	38.2	3,646	17.2
Public servants	450,989	19.9	3,220	5.8	1,141	5.4
TOTAL	**2,266,424**	**100.0**	**55,446**	**100.0**	**21,198**	**100.0**

Source: De arbeidsmarkt in Vlaanderen. Jaarboek 1996.
Royal University of Leuven, Steunpunt WAV, 1996, p. 487.

With foreigners resident in Flanders accounting for only 3% of the total active population, the above table is the result of a survey conducted among around 1,800 foreigners aged 15 and above. In order to ensure the maximum statistical reliability, the foreign population was only divided into two categories: those from within the European Union and those from outside. Too small a sample (the survey only covered some 80 Spanish persons, for example, since they account for only 4% of the foreign population in Flanders) would create an excessive margin of error.

over 55 years, and people on job creation schemes, including labour market entry for young people and adult trainees. In addition, some 100,000 unemployed persons are withdrawn each year for a varying length of time and temporarily vanish from the unemployment statistics [5].

The labour market survey showed that 425,888 unemployed persons were of Belgian nationality (84%), 45,349 were from an EU Member State (9%), and that there were 33,605 non-EU unemployed foreigners. Although total unemployment had only risen by 2% in comparison with 1994, the number of non-EU unemployed had risen by 5%. This is in stark contrast with the number of EU unemployed persons, which fell in 1995 to the same level as two years previously, indicating that their relative place in the unemployment statistics had fallen slightly (from 9.2% to 9.0%).

At the end of 1995, ONEM counted 286,560 unemployed women, as compared with 218,282 unemployed men. It is particularly among the men that foreign unemployed persons are over-represented: 20% of them are non-Dutch and non-French-speaking, with equal representation among those from within the EU and those from outside. 12.3% of unemployed women do not have Belgian nationality, while their proportion of the overall population of the country only amounts to 8.3%. This over-representation in the unemployment statistics is above all accounted for by women from EU countries, who are 8% of all unemployed women but only 5% of the total female population.

[5] Unemployed persons in Belgium by gender and nationality on 31.12.1995

	Men		Women		Total	
	N	%	N	%	N	%
EU non-Mediterranean	6,363	2.9	6,612	2.3	12,975	2.6
Italy	12,588	5.8	12,817	4.5	25,405	5.0
Spain,Greece, Portugal	3,410	1.6	3,559	1.2	6,969	1.4
Total EU	**22,361**	**10.2**	**22,988**	**8.0**	**45,349**	**9.0**
Turkey	6,162	2.8	4,679	1.6	10,841	2.1
Morocco	10,427	4.8	5,351	1.9	15,778	3.1
Algeria	688	0.3	388	0.1	1,076	0.2
Refugees	1,222	0.6	610	0.2	1,832	0.4
Others	2,710	1.2	1,368	0.5	4,078	0.8
Total non-EU	**21,209**	**9.7**	**12,396**	**4.3**	**33,605**	**6.6**
FOREIGNERS	43,570	20.0	35,384	12.3	78,954	15.6
BELGIANS	174,712	80.0	251,176	87.7	425,888	84.3
TOTAL	**218,282**	**100.0**	**286,560**	**100.0**	**504,842**	**100.0**

Source: ONEM, Geographical breakdown of unemployment on 31.12.95

Education and Training in the Flemish Community

From the number of non-Dutch speaking pupils participating in the various levels and types of school during the academic year 1994–95, it is evident that foreign pupils account for more than 6% of the school population in pre-school and primary education. This proportion is not constant, however, across all levels and schools.

The proportion of non-Dutch speaking pupils is highest in communal and provincial schools, with an average of 9.7%, which is just ahead of Flemish Community schools, with 9.6%. While independent schools cater for the largest number of foreigners in absolute terms, the proportion there is still modest, barely reaching 4.0%. The higher percentage in Community and communal schools is explained by the fact that schools run by these agencies are often located in major cities where the immigrant population is larger than in rural areas. Another disparity with respect to non-Dutch speaking pupils concerns their relative participation in ordinary and special education. Their over-representation in special education is striking, especially in special secondary education, where they account for 10.4% of the school population. This figure appears to be still rising (7.7% in 1990–91, and 6.5% in 1992–93)[6].
It is mainly those from within the EU who attend non-university higher education. The particularly high figure (58.9%) for non-Mediterranean EU persons is explained by the significant number of Dutch students studying in Flanders. Turks and Moroccans are still under-represented, even though their numbers have almost doubled over the past two years.

[6] Foreign pupils by nationality in 1994–95

	Pre-primary		Primary		Secondary	Higher
	Ordinary	Special	Ordinary	Special	Ordinary	Special	
EU non-Mediterranean	17.1	8.2	14.1	8.3	22.3	14.7	58.9
Italy	3.2	5.2	4.8	4.5	5.6	5.6	6.7
Spain, Greece, Portugal	2.7	2.2	3.3	3.7	3.9	3.3	4.2
Total EU	**23.2**	**15.7**	**22.2**	**16.5**	**31.8**	**23.6**	**69.8**
Turkey	28.6	33.6	28.2	32.9	27.4	27.2	6.5
Morocco	32.2	38.6	34.0	41.4	30.4	41.5	7.1
Refugees	1.3	1.5	1.6	0.1	0.9	0.3	0.6
Others	14.7	10.4	14.0	9.1	9.5	7.4	16.0
Total non-EU	**76.8**	**84.3**	**77.8**	**83.5**	**68.2**	**76.4**	**30.2**
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

Source: Statistisch jaarboek van het Vlaams onderwijs, schooljaar 1994–95

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Education in the French Community

The most recent data on education in the French Community dates from 1993–94 and therefore does not cover the same period as the Flemish data supplied above. This divergence will need to be borne in mind in any comparison of the educational situation in the two Communities.

It is evident from the numbers in the different levels and types of schools that the proportion of foreign pupils in the school population is similar within the different educational networks[7]. In secondary education, communal and provincial schools have the highest proportion of non-French speaking pupils (27%) while independent schools have the lowest proportion (16%). The high proportion of non-French speaking pupils in the communal and provincial network is explained by the fact that 50% of communal secondary schools are located in Brussels.

Although the disparity is less pronounced than in the Flemish Community, the figures show that here too foreign pupils are often involved in special education. In independent secondary education, they are clearly over-represented, with a percentage of 31.4% as against 15% in ordinary independent education. This disproportion is all the more remarkable as it does not feature in the other networks.

Persons from within the EU are also more highly represented in higher education, but at 40%, the proportion of persons of non-European origin is still noticeably higher than in Flanders. In non-university higher education, the most notable absence is that of Turkish students, who account for a mere 2.6% of the total non-French speaking population.

[7] Foreign pupils by nationality in French-language education in 1993–94

	Pre-primary		Primary		Secondary	Higher
	Ordinary	Special	Ordinary	Special	Ordinary	Special
Non-Mediterranean EU	13.6	26.2	12.0	22.0	19.8	39.6	30.5
Italy	16.2	12.6	18.6	13.7	21.8	17.6	21.7
Spain, Greece and Portugal	8.0	4.4	7.5	5.1	7.8	3.5	8.8
Total EU	**37.8**	**43.2**	**38.3**	**40.8**	**49.4**	**60.7**	**61.0**
Turkey	13.4	9.2	13.0	11.9	10.2	27.2	2.6
Morocco	28.3	30.6	30.3	34.6	26.3	41.5	15.3
Refugees	1.8	0.5	1.8	1.6	1.7	0.3	2.1
Others	13.8	12.6	11.8	7.3	8.5	5.0	12.2
Zaire	4.9	3.9	4.8	3.8	3.9	7.4	6.8
Total non-EU	**62.2**	**56.8**	**61.7**	**59.2**	**50.6**	**39.3**	**39.0**
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

Source: Ministry of Education, Annuaire statistique 1993–94

Useful Addresses

Ministerie van de Vlaamse Gemeenschap
Administratie voor Gezin en Maatschappelijk Welzijn
Centrum voor Bevolkings – en Gezinsstudiën
Markiesstraat 1, 4° verd., B-1000 Brussels, Belgium
(Ministry of the Flemish Community)

Nationaal Instituut voor de Statistiek (N.I.S.)
Leuvensesteenweg 44, B-1000 Brussels, Belgium
(National Institute of Statistics)

Belgisch Instituut voor Voorlichting en Documentatie (I.N.B.E.L.)
Kunstlaan 3, B-1040 Brussels, Belgium
tel. +32-2/217.11.11
(Belgian Institute of Information and Documentation)

Centre de Recherche et d'Information Socio-Politiques (C.R.I.S.P.)
35, rue de Congrès, 1000 Brussels, Belgium
tel. +32-2/218.32.26
(Centre for Socio-political Development and Information)

Hoger Instituut voor de Arbeid (H.I.V.A.)
E. Van Evenstraat 2 E, B-3000 Leuven, Belgium
tel. +32-16/28.33.20 fax +32-16/28.33.44
(Higher Institute of Employment)

Education

Ministère de l'Education Nationale et de la Culture Française
Direction Générale de l'Organisation des Etudes
26, boulevard de Berlaimont, B-1000 Brussels, Belgium
(Ministry of Education and French Culture)

Ministerie van de Vlaamse Gemeenschap
Departement Onderwijs
Arcadengebouw – Blok F – 6° verd. B, B-1010 Brussels, Belgium
tel. +32-2/210.62.11
(Ministry of the Flemish Community, Education Department)

Vlaamse Onderwijsraad (V.L.O.R.)
Cel Migranten
Jozef II-straat 68, B-1040 Brussels, Belgium
(Flemish Educational Advice)

Université de Liège (G.R.E.S.P.)
Boulevard de Rectorat, Bâtiment B 31 / Box 9, B-4000 Liège / Sart tilman, Belgium
tel. +32-41/56.31.13
(Liège University)

Anti-Racism

Centrum voor Gelijkheid van Kansen en voor Racismebestrijding
Centre pour l'Egalite des Chances et la Lutte contre le Racisme
155, rue de la Loi, B-1040 Brussels, Belgium
tel. +32-2/233.06.11
(Centre for Equal Opportunities and the fight against Racism)

Mouvement contre le Racisme et la Xénophobie (M.R.A.X.)
37, rue de la Poste, B-1210 Brussels, Belgium
tel. +32-2/218.23.71
(Movement against Racism and Xenophobia)

Vlaams Centrum voor Integratie van Migranten (V.C.I.M.)
Gaucheretstraat 164, B-1030 Brussels, Belgium
tel. +32-2/201.03.00 fax +32-2/201.03.39
(Flemish Centre for the Integration of Migrants)

Refugees

Overlegcentrum Integratie Vluchtelingen (O.C.I.V.)
Gaucheretstraat 164, B-1030 Brussels, Belgium
tel. ++32-2/201.03.53 Fax ++32-2/201.03.76
(Centre for the Integration of Refugees)

photo courtesy of the Interculturesl Centrum voor Migranten, Brussel/Belgium

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MIGRANTS AND ETHNIC MINORITIES IN BRITAIN

Post-war Immigration

With the expansion of the British Empire in the 17th and 18th centuries, Britain became Europe's largest colonising power, occupying vast areas of Africa, Asia and the Caribbean. Together with the profits from the Slave Trade, this colonial expansion provided the labour and raw materials that made British industrialisation possible and laid the basis for the development of modern British Capitalism.

At the end of the Second World War, Britain found itself with a depleted working population and a growing need for cheap labour to assist with the country's rapid post-war economic expansion. The 1948 Nationality Act offered Britain's Commonwealth citizens full citizenship and settlement rights, and tens of thousands of hopeful workers were encouraged to come to the 'Mother Country' on the promise of jobs and shared prosperity. Regarded as a temporary phenomenon, the government took a laissez-faire approach to immigration control and did little to meet black workers' housing, social or educational needs.

By the late 1950s, growing racial tension had led to demands for restrictions on the number of non-white immigrants. The 1962 and 1968 Immigration Acts drastically curtailed black immigration from the Caribbean and the Indian sub-continent, while political expediency ensured that debates about Race Relations in Britain were to be defined by growing anxieties about numbers. In the wake of the expulsion of Kenyan and Ugandan Asians in the late 1960s and early 1970s, many of whom fled to Britain, politicians' demands for a halt to black immigration grew louder.

Economic decline ensured that debates about immigration were also defined by economic expediency. With rising unemployment, a ready supply of cheap black labour was no longer needed, and the 1971 Immigration Act effectively conferred 'Gastarbeiter' status on black immigrant workers in the UK. The 1981 Nationality Act set a further precedent by introducing restricted citizenship rights for certain groups of black people born in Britain.

Over the past decade, the increase in the number of refugees and asylum-seekers entering Britain has reflected European-wide trends. However, Britain's intake of refugees has been small in comparison to some of its European neighbours[1]. With applications for refugee status rising from just over 5000 in 1988 to 30,000 in 1990, the British government has adopted increasingly draconian measures to curb and control immigration. Recent legislation has

restricted rights of asylum to all but a few specified countries and in 1996, Asylum-seekers' entitlement to housing and minimal welfare support was also withdrawn, leaving many facing homelessness and financial destitution. Deportations and detentions are also commonplace.

Legal and Socio-Economic Status

Against this backdrop of State racism, and with successive governments defining black people's presence as a 'problem', black immigrants and their families had to fight hard to establish a life and a future in Britain. Attracted to the large cities by the prospect of employment, the majority settled in run-down, urban areas where housing, education and social services were already over-stretched and under-resourced. This pattern of urban settlement is still evident today with most black and ethnic minority communities concentrated in Britain's industrial heartlands, namely Greater London, the West Midlands and the Pennines. There remain large areas of Britain that are mainly or exclusively populated by whites.

From the late 60s, as social and economic conditions deteriorated, black (African-Caribbean and Asian) immigrants actively campaigned to establish their right – and their British-born children's right – to stay and to receive equal treatment under the law. The 1976 Race Relations Act made racial discrimination illegal, but placed the onus on individuals to prove their allegations in court. Racial discrimination by the police, immigration and housing officials, teachers, employers and politicians remained difficult to challenge, and contributed to the growing unrest that led to widespread urban disturbances in the early and mid-1980s.

[1] Number of Asylum-Seekers admitted to European countries in 1990

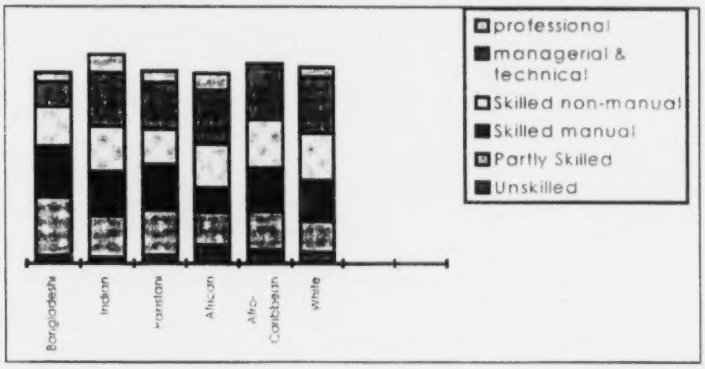
COUNTRY	NUMBER	PER 1000 POPULATION
Germany	193,000	3.16
Netherlands	21,000	1.50
Belgium	13,000	1.30
France	56,000	1.04
Denmark	5,000	1.00
Britain	22,000	0.53
Greece	4,000	0.40
Spain	8,000	0.21
Italy	4,000	0.07

Source: World University Service, Refugee Education & Training Handbook, 1994

Government efforts to restore order included a large injection of urban funding, administered by local authorities. Schools, colleges, housing departments and social services were encouraged to develop Equal Opportunities policies that outlawed discrimination and promoted ethnic minority access to public and voluntary services. In many areas, special posts were created to oversee the implementation of Race Equality policies or Positive Action initiatives in response to identified social, cultural or linguistic needs. Britain saw the election of its first post-war black Members of Parliament as well as the development of a small but visible black middle class[2].

While the number of racial discrimination cases has risen steadily over the years, in 1993 only 20% of all cases taken to a tribunal were successful. The failure of Race Relations legislation to make an impact on structural and institutional racism is most evident within the Criminal Justice System, where the proportion of black men in prison is seven times higher than that of white men. For black women, the figure rises to 20 times higher.[3]

[2] Social class profiles by ethnicity, 1991



Source: Multi-Ethnic Britain: Facts & Trends, Runnymead Trust 1994

[3] Prison Population of England & Wales in 1992, by ethnicity

	men	women	All
Afro-Caribbean	144.0	9.9	76.7
South Asian	24.3	0.4	12.4
White	19.4	0.5	9.6
Other/ not disclosed	72.1	5.4	38.3
TOTAL	**22.0**	**0.7**	**11.0**

Source: Home Office & OPCS

These figures are per 10,000 population. The high figures are to some extent accounted for by the younger age-structure in ethnic minority communities and by the fact that a significant proportion of people classified as ethnic minorities are foreign nationals.

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Employment and Unemployment

Despite evidence of a small but growing black middle class, for the majority of black people in Britain professional and managerial occupations have remained barred. Originally recruited to fill the jobs which indigenous British people were unwilling or unable to fill, black workers have mostly remained concentrated in lower-paid skilled, semi-skilled and unskilled jobs in the National Health Service, London Transport or, until economic recession led to their widespread closure, in the service and manufacturing industries. Their labour was essential to the post-war revival of the British economy and continues to contribute to Britain's economic survival today.

As the black population has expanded, there has been a growing trend towards self-employment, with many shops, restaurants and other small businesses being run as family concerns. Moreover, the 1993 Labour Force Survey showed that ethnic minorities have generally experienced a faster transfer from manual to non-manual occupations, with an 18% decline in the number involved in manufacturing and a corresponding 49% increase in the number involved in the service industries between 1984 and 1993.

Improved education and training opportunities have undoubtedly contributed to the increased visibility of black and ethnic minority workers in areas of employment that were previously exclusively white. However, educational under-achievement and structural racism in training and employment has meant that the number of black professionals, including teachers, lawyers, doctors, journalists and others, remains disproportionately low. The 1990s have witnessed a marked reversal in the prospects of black workers in both the public and private sectors.

In March 1995, unemployment in Britain as a whole stood at 9.6%. Yet 25% of African-Caribbeans, 27% of Bangladeshis and 37% of Africans were out of work[4]. According to the latest Labour Force Survey, in some inner cities unemployment among black young men between the ages of 16 and 24 years is now as high as 62%. Despite the Equal Opportunities initiatives and anti-discrimination legislation of the past two decades, racial discrimination in the British labour market remains entrenched, and there is evidence that black and ethnic minority workers are losing their jobs in disproportionately high numbers.

With an increasing political emphasis on individual responsibility rather than State dependency, there are now some sections of the black and ethnic minority community that are effectively regarded as unemployable. They include black single mothers, unqualified school-leavers, black people with disabilities and mental health needs, asylum-seekers, ex-offenders and the homeless, whose social and economic marginalisation is reinforced in each case by structural and institutional racism.

Racial Violence

Hostility and racial violence has always been part of black people's experience in Britain. As early as 1958, there were violent racial confrontations in London, when local black residents were attacked on the streets and in their homes. Violence at the hands of the police and the State, including a disproportionate number of black deaths in prisons, mental institutions and police custody, has frequently provoked confrontations between the police and black youths. There have also been a number of enforced deportations, one of which led to the death of Joy Gardener, a Jamaican woman, while resisting arrest by immigration police in 1993.

Over the past two decades, economic decline and the influence of right wing organisations and politicians have contributed to an alarming increase in the level of racial violence, particularly in the inner cities.[5] The influence of far-right organisations, particularly among white, working-class youth has been particularly virulent on the football terraces. Alongside asylum seekers, black people are perceived to be taking jobs, homes and other opportunities that would otherwise have gone to whites.

Racially motivated attacks have risen nationally by 400% since 1984. There has also been an increasing number of racially motivated murders. Home Office estimates in 1991 revealed a marked increase in the incidence of racial assault, threats, vandalism and other forms of racial

[4] Unemployment & ethnicity, Autumn 1993

	employed	self-employed	training	unpaid in family	unemployed
African	51.9	6.8	2.8	1.2	37.3
Bangladeshi	58.2	7.9	5.6	0.5	27.7
Caribbean	68.7	3.8	2.2	0.3	25.0
Indian	67.1	15.0	1.5	1.2	15.2
Pakistani	48.5	17.1	3.0	1.4	30.0
White	77.5	11.4	1.1	0.5	9.5

Source: Labour Force Survey

[5] number of racial incidents* in the UK, 1984–1993

1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
2844	3571	6252	5144	4682	5595	7095	7882	7793	8779

Source: British Crime Survey, Home Office Research & Planning Unit

* a racial incident is defined in the UK as "any incident that in the opinion of the police or of others contains an element of racial motivation". This definition is broader than racist violence and also includes incidents such as racist brawls and verbal harassment.

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abuse, 30% of which were perpetrated by children or juveniles under the age of 15, and over 80% of which were perpetrated by people under the age of 30. The figures take account of the fact that many incidents of racial attack or harassment continue to go unreported to the police, out of a fear of retaliation or a belief that nothing can or will be done[6].

Education & Training

In education, the effects of the Equal Opportunities policies and funding subsidies of the 1980s have been widely felt. Although black children continue to experience the effects of poor teaching and diminishing resources in schools, 'SECTION 11' funding from the Home Office encouraged the employment of specialist staff whose role was to meet the linguistic and/or cultural needs of 'New Commonwealth Immigrants'. However, no provision was made for the children of refugees and asylum-seekers who did not fall into this category, and over recent years this funding has been progressively withdrawn.

With the evidence of low achievement and disproportionately high unemployment among black school leavers, efforts were made to expand educational opportunities for ethnic minority learners throughout the 1980s. In some (though by no means all) inner-city Colleges and Adult education centres, Access courses and targeted outreach or community provision has made it possible for significant numbers of black and ethnic minority adults to gain language, vocational and professional training and, in some cases, to go on to University. This has led to a general increase in participation rates, although this increase in skills and qualifications is not reflected in improved employment opportunities. Black graduates remain up to three times as likely to be unemployed as their white counterparts.

The 1990s have witnessed a drastic decline in State funding for many such initiatives. The political incentive for positive action has also diminished. There have been staffing and resource cuts in all sectors of the British economy, including education and training. Legislative efforts to encourage an enterprise culture and monetary efficiency have come to dominate.

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[6] Estimated numbers of racially motivated incidents by ethnicity of victim and type of offence, 1991

	African-Caribbean	South Asian	Both Groups
Assault	6,000 – 20,000	13,000 – 29,000	23,000 – 45,000
Threats	1,000 – 13,000	21,000 – 65,000	29,000 – 71,000
Vandalism	3,000 – 17,000	9,000 – 31,000	17,000 – 41,000
Other	3,000 – 21,000	1,000 – 9,000	8,000 – 26,000
TOTAL	**21,000 – 61,000**	**54,000 – 124,000**	**89,000 – 171,000**

Source: British Crime Survey, Home Office Research & Planning Unit

In this context of retrenchment, initiatives in Britain to support black and ethnic minority aspirations in adult education have much in common with those in other parts of Europe. Despite the limited successes of recent years, the challenge to create and sustain relevant, innovative provision remains a high priority. While there is much to be learnt from the British response to ethnic heterogeneity, many of the lessons are critical ones. If heeded, they could help create a more tolerant and enabling educational environment for black, migrant and ethnic minority communities throughout the European Union.

Useful Addresses

Commission for Racial Equality, Eliot House, London SW1 5EH
Tel: 071 828 7022
[for advice, information, publications and access to comprehensive research library]

Institute of Race Relations
2–4 Leeke Street, London WC1X 9HS
Tel: 071 837 0041
[publishes RACE & CLASS; also provides information, publications and access to research library]

Refugee Council
Bondway House
3–9 Bondway
London SW8 ISJ
Tel: 0171 582 6922
[for advice, information, publications and access to comprehensive research library]

Runnymede Trust
11, Princelet Street,
London E1 6QH
Tel: 0171 375 1496
[for information, publications, statistics, research and training & consultancy services]

World University Service (WUS), 20 Compton Terrace, London N1 2UN
Tel: 071 226 6747
[for advice, information and publications relevant to migrants, recent immigrants and overseas students seeking access to Higher Education]

Related Reading:

For those wishing to develop a more detailed overview of the position of black and ethnic minorities in Britain, there are two comprehensive and very useful resources:

Multi-Ethnic Britain: Facts & Trends, Runnymede Trust, 1994

'Race' in Britain Today (Second Edition) by Richard Skellington, Sage Publications, 1996

Also see:

Black Women in the Labour Market by R. Bhavnani, Equal Opportunities Commission, 1994

Ethnic Minorities in Britain: social & economic circumstances, Census Statistical Paper no.6, Centre for Research in Ethnic Relations, Warwick University, 1993

Ethnic Origins & the Labour Market, Employment Gazette, Feb 1993 & May [Department for Education & Employment, DFEE] 1994

Fourth Survey of Ethnic Minorities in Britain, Policy Studies Institute, 1996

Multi-Ethnic Britain: Facts & Trends, Runnymede Trust, 1995

Racially Motivated Crime: A British Crime Survey Analysis [Paper 82], Home Office Research & Planning Unit [HMSO] 1994

MIGRANTS AND ETHNIC MINORITIES IN FRANCE

Post-war Immigration

After the Second World War, the establishment of a National Immigration Office encouraged the entry into France of immigrants of European origin. Immigration from Italy and Spain, which had already been significant before the war, was supplemented by large numbers of migrants from Algeria, due to the granting of free movement to Algerians in 1946. This migration began in Kabylie, largely due to French colonial policy, and quickly spread to all regions of Algeria, particularly after Algerian independence in 1962. Migrants from Portugal, Morocco, Tunisia and later from Turkey also arrived in France in significant numbers. In 1973, following a number of racist incidents, the Algerian government decided to stop sending workers to France.

Throughout the 1960s up until 1974, French economic prosperity encouraged migration. However, reception arrangements for new arrivals were inadequate and shantytowns sprang up in the suburbs of Paris. These were destroyed and replaced by ZUPs (priority urbanisation zones), which created ghettos on the edge of French cities where disadvantaged populations, composed largely of immigrants, were herded together in low rent apartments or, if they were single, accommodated in hostels.

In 1974, France like most European countries ceased to recruit foreign workers. Immigration continued however, mainly from Africa and Asia. More than 80% of Asian refugees came under the terms of UN quotas laid down by the High Commissioner for Refugees. In the early 1990s, the annual flow of migrants was estimated at 100,000. However, the motives for migration had changed. Due to the end of worker recruitment in France, entries were no longer purely economic. There were applications for political asylum, study purposes and family reunion. From the early 1980s, women began to arrive in greater numbers and the number of people born in France to parents who were not French nationals also rose sharply. 1

Between 1977 and 1981, repatriation assistance enabled 95,000 persons who had decided not to remain in France to receive FF10,000 assistance with their return home. Under a Franco-Algerian agreement, a return allowance was also granted between 1980 and 1983 to 50,500 Algerians.

While most people entering France before 1974 were from rural areas, after that date the French government insisted on a more restrictive policy, leading to the selection of applicants on the basis of their social and educational level. Two-thirds of all Algerians, Moroccans and sub-Saharan Africans and 70% of all immigrants from Southeast Asia were now from urban areas and had been to school.

In 1990, there were 166,000 immigrants in France, comprising 7.4% of the total population. 50% of these were of European origin. Currently, the five largest groups, accounting for 60% of the immigrant population, are the Portuguese, Algerians, Italians, Moroccans and Spanish. Two thirds of immigrants have kept their original nationality, with few Turks and Algerians opting for French nationality. The reasons for this vary widely, and include weak acculturation in the case of the former group, as well as historical causes.

[1] Immigrants to France by country of origin

Country of Origin	1962	1968	1975	1982	1990
Europe of which:	78.7	76.4	67.2	57.3	50.4
Portugal	2.0	8.8	16.9	15.8	14.4
Spain	18.0	21.0	15.2	11.7	9.5
Italy	31.8	21.0	17.2	14.1	11.6
Other EU (12 countries)	10.6	9.5	7.4	7.1	7.3
Eastern Europe	12.3	11.2	8.8	7.1	6.2
Other European	4.1	2.1	1.7	1.2	1.5
Africa of which:	14.9	19.9	28.0	33.2	35.9
Algeria	11.6	11.7	14.3	14.8	13.3
Morocco	1.1	3.3	6.6	9.1	11.0
Tunisia	1.5	3.5	4.7	5.0	5.0
Other African	0.7	1.4	2.4	4.3	6.6
Asia, of which:	2.4	2.5	3.6	8.0	11.4
Turkey	1.4	1.3	1.9	3.0	4.0
Kampuchea, Laos Vietnam	0.4	0.6	0.7	3.0	3.7
Other Asian	0.6	0.6	1.0	1.9	3.6
America, Oceania	3.2	1.1	1.3	1.6	2.3
Not Stated	0.8	0.1	–	–	–
TOTAL %	100.0	100.0	100.0	100.0	100.0
Number	2,861,280	3,281,060	3,887,460	4,037,036	4,165,952

Source: Enquête 'Mobilité géographique et insertion sociale' de l'Ined, 1992

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Repatriates

From 1962, the end of the Algerian war led to the arrival of large numbers of repatriated persons, namely the Muslim French of Arab or Berber stock, who had previously been known as the 'hakis'. Hakis were former members of the ancillary units of the French army in Algeria who had been obliged to leave Algeria when it became independent and now chose French citizenship. Instead of encouraging them to settle in France, however, the government restricted their repatriation. Those who were able to immigrate were split between urban areas throughout France, and forest hamlets in the South. Since then, successive governments have introduced education, employment and housing measures aimed at integrating the repatriated population from Algeria into the French national community. However, these measures have often been judged inadequate.

Overseas Departments & Territories

Although migrants from the French West Indies, Réunion and Guyana are not considered immigrants since they are legally French, their situation is often comparable to that of foreign immigrants due to discrimination in housing and employment. Between the early 1960s and 1975, the State made arrangements for the movement of populations to metropolitan France, which particularly affected French West Indians. Subsequently, with the economic crisis in France, this emigration policy was progressively abandoned, with the exception of Réunion, whose citizens have continued to arrive in large numbers. In 1991, the French government permitted 3000 arrivals a year under 'mobility and training' terms, in a measure aimed at reducing employment problems on the island.

While 52% of French West Indians work in the public sector, those from Réunion are mostly found in the private sector. In each case, they suffer from a lack of qualifications and occupy lower socio-economic positions. 21.5% of young people from the Overseas Departments and Territories are unemployed, a figure which is close to that for foreign nationals (26.6%) and far higher than that for young white metropolitan French people (16%).

Refugees & Asylum-Seekers

As in other European countries, the rate at which refugee status is being recognised is falling. In 1995, only 16.3% of applications were accepted, compared to 23.6% in 1994. This reduction is largely due to a reduction in the number of refugees from Asia by 34%, and from Europe by 38%. At present, 56% of recognised refugees are from Asia, compared with 20% from Europe, 19% from Africa and 2.5% from America.

A significant fall in the number of requests for asylum was also recorded in 1995 – 21.4% less than in 1994. Requests by applicants from Asian countries counted for 37% of the total demand compared with 31% from Africa and 28% from non-EU European countries (more than two-thirds from Romania). Algerians still counted for the largest number of requests from the African continent, followed by Zaireans. In 1995, almost 84% of all requests for asylum in France were turned down.

Legal and Socio-Economic Status

The words 'foreigner' and 'immigrant' are popularly employed in France as synonyms. However, only foreigners are counted statistically and there are significant differences in their status. Any person residing in France who does not have French nationality is legally defined as a foreigner, whereas the notion of immigration is based on a person's nationality and place of birth. any person born to foreign parents in a foreign country and living in France is considered an immigrant. However, a foreigner is not necessarily an immigrant and an immigrant is not necessarily a foreigner. These two terms may also describe numerous persons who, despite being of foreign origin, are neither foreigners nor immigrants.

In September 1981, a law was passed permitting the legalisation of 130,000 foreigners living illegally in France. It also allowed foreigners to form associations without prior government approval. On 22nd July 1993, the nationality code was amended by law. Previously, French nationality was acquired automatically, but from 1st January 1994 a young person born in France of foreign parents who could prove his or her residence on French soil during the five years preceding his or her application, must also demonstrate his or her desire to acquire French nationality between the ages of 16 and 21. By French soil is meant the metropolitan territory, the Overseas Departments (DOM), the Overseas Territories (TOM) and the Mayotte and St. Pierre and Miquelon groups of territories. Between 1993 and 1994, the number of expulsions to these territories rose by 30%.

The right to vote, even in municipal elections, is not accorded to foreigners. Nor do they have access to permanent posts in public service, merely temporary positions. Provided they are legally resident, foreigners working in France are entitled to the same benefits and the same conditions as French workers. Foreigners are often accused of taking advantage of study grants, family allowances and general social security, but this overlooks the fact that they make the same contributions to the economy as the French. Moreover, had it not been for immigration, according to the National Institute of Demographic Studies, the number of births in France would have fallen from 18% to 12% between 1971 and 1985, leading to a significant ageing of the population.

Asylum-seekers are not permitted to work in France. However, they receive an income support allowance for one year and can, like refugees, find accommodation in centres throughout the territory. They may also receive other specific assistance such as emergency aid distributed by charitable organisations.

The French conception of integration follows a principle of equality rather than of encouraging minorities and cultural pluralism. The constitution lays down that France is an indivisible republic and that the French people are composed of all French citizens without distinction as to their origin, race or religion. The integration of foreigners is therefore premised on the common law applicable to all, complemented by specific action to respond to particular problems that may be encountered by certain categories of immigrants.

The 19th December 1994 circular stressed three priorities for the integration of immigrants: reception of persons joining their families; the place of women; and the socialisation and entry into work of young people. A family reception programme was introduced aimed at reuniting families. Mediation has also proved effective in helping to solve the everyday problems of persons from immigrant backgrounds. This includes intervention in the form of interpreting, information and support in dealing with government departments and public services. The 'Women Relay' scheme for immigrant women's families has been developed in several pilot departments. A credit of 200 hours of instruction in French is granted to every new arrival, and in some cases may be extended to 500 hours.

Socialisation and economic and cultural integration is primarily based on policies that combat exclusion and target both foreigners and French people as encountering the same difficulties, rather than on action specifically aimed at immigrants. Measures to promote integration within urban policy have also been introduced, such as the urban renewal pact (14th November 1996) which demonstrated the government's determination to combat social exclusion in urban areas and encourage entry into employment, socialisation and cultural integration among populations living in urban conurbations and run-down districts. Integration problems particularly affect young people whose parents are of foreign origin and who feel themselves to be the object of discriminatory treatment because of their colour or ethnic origin. This is despite the fact that a large number of them has or will acquire French nationality.

To encourage their integration, networks of 'sponsors' have been set up in 14 regions, involving volunteers who support young people experiencing difficulty at work. The 'City, Life and Holidays' scheme is aimed primarily at the most marginalised young people, notably those from immigrant backgrounds who do not make use of available social and cultural provision, offering sports activities in the summer for young people who cannot go away on holiday.

Employment and Unemployment

A person's age and date of entry into the French labour market have a decisive influence on immigrants' working lives. Men who arrived in France as adults before 1975 were typically recruited into unskilled jobs prior to leaving their home countries. Over 70% of Algerian, Portuguese and Turkish immigrants were employed in engineering, the car industry or textiles, 90% of them as manual workers, two-thirds of whom were unskilled. Spanish and Moroccan immigrants, on the other hand, tended to work in agriculture.

Those who arrived in France after 1975 or began their working lives after this period experienced the economic crisis that led to a transfer of jobs from industry to the tertiary sector. Between 1975 and 1990, there was a fall of 500,000 in the number of foreign workers employed in industry. Moreover, the restructuring that took place in the car industry led to the abolition of more than half the specialist jobs occupied by foreign workers. The number of foreigners employed in the construction industry fell from 66% to 47%, while in the services sector, the number rose from 29% to 50%. The tertiary sector employs a growing number of foreign women; interim companies have played an important role in this growth.

Occupational mobility is considerable, but half of all immigrants who were unskilled manual workers in 1975 remained unskilled in 1992. The remaining 80% occupy semi-skilled jobs, with the exception of Spanish immigrants, 20% of whom occupied supervisory posts or had left construction and other industries to work in commerce or the services. Social advancement has been considerable among Moroccans, with 3% of adults and 25% of children who arrived from Morocco before 1975 now in working intermediate or senior positions.

There is greater variety in what has happened to those who began their working lives after 1975. A little under 60% of migrants from Southeast Asia and sub-Saharan Africa are manual workers, as are 80% of the Portuguese and Turks. The latter are largely employed in industry and construction, but they are often better qualified. 10% of them having started their own businesses, compared with 5% of their parents' generation. The children of Spanish migrants also work mostly in this field. 14% are self-employed, compared with 7% of the preceding generation. About 11% of Asians and 17% of Africans are in intermediate or senior positions, but only 1% of immigrants from Portugal and 6% of those from Turkey. Turkish children are the only group not to have advanced socially with 80% still employed as manual workers.

Women from Algeria and Morocco who arrived in France at a young age are more likely to have reached intermediate and senior positions, while women who arrived after 1974 from Spain and Portugal are more likely to work in the service industries, and some have undeclared domestic service jobs. While over 50% of young women born in France whose parents are from those countries are employed, they no longer necessarily work as service staff.

The time of arrival in France does not, however, explain everything. The time taken to gain a stable job varies greatly according to origin, given similar dates of entry. While the national average for young people who have experienced a period of instability on leaving school is 18%, this proportion reaches 25% for young people of foreign origin, and 42% for young people of Algerian origin. Labour market entry difficulties affect girls of Algerian origin less than young men, with fewer girls of Algerian origin experiencing short periods of unemployment or casual employment. The younger the migrants, the less secure their jobs (fixed-term contracts, job creation schemes etc) but this phenomenon has less of an effect on young Spanish and Portuguese migrants.

The fact that women suffer more from unemployment than men, and young people more than adults, applies more starkly to foreigners too, with the exception of young people from the European Union, whose situation is comparable to that of the French. In 1990, the youth unemployment rate was double that of French nationals and three times as high for some nationalities, notably for young people from the Maghreb (Algeria, Morocco and Tunisia), Africans and Turks. 40% of young people of Algerian origin born in France are unemployed. They also experience less job security. Compared with people with similar qualifications, they are more often unemployed. Hampered by a lack of skills, they also suffer from discrimination in recruitment. Unemployment affects women from the Maghreb worse too – those from Algeria to the tune of 55%, women from Turkey 45% and women from Tunisia 35%. These women tend to

have low levels of educational achievement and are likely to have entered the labour market late, when economic conditions were unfavourable. Young women of Spanish origin would appear to have the highest degree of stability.

It is difficult to control the flow of migration at the many points of entry throughout the territory, and clandestine immigration has grown, stimulated by a parallel illegal labour market. Clandestine work essentially targets and exploits undocumented foreigners who are poorly paid, have deplorable conditions of employment and cannot claim social security. This is the situation of the Turks, for example, many of whom are employed in the clothes industry. The government has increased the number of employment inspectors since 1981 in an effort to combat clandestine work. Employers who break the law are now subject to prosecution and severe penalties.

Racial Violence

The gradual integration of immigrants and their children has been impeded by discrimination and acts of racially motivated violence. Racist murders and attacks on immigrant hostels occurred well before the breakthrough of the extreme Right in 1983, but the systematic xenophobia in National Front statements has encouraged this violence to grow in both word and deed. The theme of difference, which has been adopted as a theory by the New Right, helps the National Front to argue that, in contrast to those of European origin, foreigners from the Maghreb and sub-Saharan Africa cannot be assimilated and should therefore be expelled. Racist violence nonetheless stabilised between 1992 and 1994, and has fallen steeply since 1995, with the exception of violence affecting the Maghreb population (almost 79% of the total number of incidents). The current situation in Algeria, combined with militant Islamic attacks on French soil, has undoubtedly contributed to this climate of hostility.

Racism is also expressed through job and housing discrimination, which affects both immigrants and people from Overseas Departments and Territories. The policy of racial quotas, applied by low-rent housing departments, which is justified by genuine concerns about overcrowding and the need to avoid ghettoisation, is nonetheless open to abuse.

The law of 22nd July 1992 was designed to combat racism, providing for the punishment of those practicing discrimination in employment or in the provision of goods and services on the grounds of someone's origin or their actual or supposed allegiance to a particular ethnic group, nation, race or religion. Existing measures were reinforced, while incitement to racial hatred or violence became punishable by heavy fines and imprisonment for up to one year. Racial insults and verbal abuse can result in up to six months' imprisonment.

France is the only country in the European Union to have passed a law obliging the National Consultative Committee on Human Rights to present a report every year on the struggle against racism and xenophobia, including the state of popular opinion and any preventative measures adopted.

Education and Training

The French model of secular education has meant that no education system has been created for foreign children. Remedial language classes for newly arrived children are temporary and aim to integrate such children as quickly as possible into the general system. Initiation classes (classes d'initiation, CLIN) in primary education and reception classes (classes d'accuel, CLA) in secondary schools are the structures in the national system charged with receiving and integrating newly-arrived foreign children under the age of 16. Their purpose is to enable every newly arrived non-French speaking pupil to communicate in French as rapidly as possible, so that they can make their way through school and in French society.

There have been complaints that French children with learning difficulties are sometimes found in these classes, and that newly arrived children are sometimes kept beyond the prescribed period. Since reception classes only exist in a limited number of secondary schools, special education departments are sometimes used to receive those who could not be offered places elsewhere. The placement of foreign children in special schooling is often due to a lack of fluency in French but is wrongly associated with slow learning, thus confusing a socio-linguistic handicap with an intellectual one.

Training and information centres for the schooling of children of migrants were set up in 1975. There are currently 23, and they arrange courses for primary and secondary school teachers responsible for classes for non-French speaking children. They also organise courses for teachers working in disadvantaged areas, and information sessions for educators, social workers and members of voluntary organisations.

Reception classes have been unsuccessful in meeting the needs of children arriving in their early teens who have never attended school. In 1990, the Paris Rectorat (education department) created five experimental classes in five secondary schools to receive pupils who had had no previous schooling, with the aim of bringing them into mainstream education after one or two years. Among these children, theoretically aged between 12 and 16 years, 40% come from Africa, 40% from the Maghreb and 20% from Southeast Asia, China, Sri Lanka, Turkey and Former Yugoslavia. Of this group, 20% have never attended school before and only 10% have a fair knowledge of their mother tongue and a pre-primary level of schooling.

Schools are an important link in the voluntary integration policy that has been pursued in France over the years. Foreign pupils have benefited like French pupils from the general rise in school achievement, one example being the 'Beurs' (young people from Maghreb backgrounds) who have moved up into the lycées (upper secondary education). Nevertheless, a number of children of immigrants, particularly those living in poor accommodation and belonging to large families where unemployment or insecure employment is the norm, fail at school. Almost one child in two from a foreign or immigrant background currently repeats at least one year of primary school. Only a third of foreign secondary school pupils follow an extended higher secondary course leading to the baccalauréat.

In 1981, priority education zones (ZEPs) were created to reduce such inequalities. Schools located in disadvantaged areas were selected on social and academic grounds and are attended by children of all origins, the proportion of foreign children generally being quite high. These schools receive extra posts and funding. The concentration of pupils of foreign origin in these schools, however, causes many French parents to withdraw their children. They are accused of 'lowering standards', despite evidence that when an educational team is motivated, this does not occur. Moreover, studies have shown that secondary pupils of Maghreb origin regard school as a means of social advancement, unlike those of French origin from comparable social milieus, since their families typically see the education system as a route to social integration and social mobility.

Courses in the languages and cultures of origin, established in 1975, are the result of bilateral international agreements aimed at interculturalism and the right to be different and are seen to be in the interests of better integration. In fact, the government wishes to safeguard immigrants' attachment to their language of origin since this makes it easier for them to return home. However, these classes which are conducted by teachers from the countries of origin and are integrated into the regular school curriculum, actually involve less than one pupil in five, since many opt out. Recently, some religious teaching conducted by Muslim teachers has been observed.

Various forms of action have been taken to counter the academic difficulties encountered by some migrant children, including help with homework and methodological support; and out of school activities for children from disadvantaged homes. Such schemes help to prevent delinquency and promote cultural and leisure activities, assisting academic learning through motivating activities that bring out children's potential for self-expression and creativity.

Another scheme launched experimentally in 1992, currently involves 17 regions and 6,000 young people. Based on the observation that it is impossible to integrate young people unless they receive academic support, the School Solidarity Networks scheme aims at academic success by establishing a link between the support person, the secondary school and the family. Help may be at home or at school, in small homogeneous groups in the local area or with the assistance of older pupils. Networks for mutual exchange of knowledge operate as partnerships between secondary schools and voluntary associations. Each adolescent both receives and gives support, promoting recognition of the pupil's value and his or her social integration.

Several schemes within the national education system cater for the children of gypsies or travellers. These include special classes that maintain links with ordinary schools; local offices on managed sites; mobile offices on unmanaged sites; mobile school broadcasting units that are generally private and linked with the national education system; and travelling offices, visiting managed sites and aiming to provide schooling for children when groups move.

Action is also being taken to combat illiteracy. Jointly funded by the State, the regions and the departments, it is carried out by voluntary associations, private agencies or public education bodies. These respond to the needs of widely varying sections of the public, both French and immigrants, with particular social and employment difficulties, including those who are looking for work; income support recipients; beneficiaries of job creation schemes; young offenders in prison receiving basic education; and young conscripts to National Service who find it difficult to read.

Useful Addresses

Agence pour le Développment des Relations Interculturelles (ADRI)
Villermé
75011 Paris
Tel: 00 33 140 09 69 11

Comité de Liaison pour la Promotion des Migrants et des Publics en Difficulté d'Insertion (CLP)
15 Rue Réaumur
75003 Paris
Tel: 00 33 148 04 97 70

Centre de Documentation Pédagogique pour les Migrants (CNDPM)
91 Rue Gabriel Péri
92120 Montrouge
Tel: 00 33 146 12 87 87

Direction de l'évaluation et de la Prospective (DEP)
Ministère de l'Education Nationale
58 Bourlevard du Lycée
92170 Vanves
Tel: 00 33 140 65 65 40

Direction de la Population et de Migration (DPM)
Ministère de l'Aménagement du Territoire, de la ville et de l'Intégration
1 Place Fontenoy
75700 Paris
Tel: 00 33 140 56 56 71/ 72

Fonds d'Action Sociale pour les Travailleurs Immigrés et leurs familles (FAS)
209 Rue de Bercy
75012 Paris
Tel: 00 33 140 02 72 84

Groupe Permanente de Lutte contre l'Illetrisme (GPLI)
Ministère du Travail et des Affaires Sociales
9-11 Rue Georges Pitard
75739 Paris Cédex 15
Tel: 00 33 153 68 78 01

Mouvement Contre le Racisme et pour l'Amité entres les Peuples (MRAP)
89 Rue Oberkampf
75543 Paris Cédex 11
Tel: 00 33 143 14 83 53

Related Reading

Faire France, M. Tribalat, la Découverte, Paris, 1995

La Scolarisation des Enfants d'Immigrés, Conseil économique et Social, Direction des Journaux Officiels, Paris, 1994

Rapport sur L'Immigration et la Présence étrangère en France, Direction de la Population et des Migration, Ministère de l'Aménagement de Territoire, de la Ville et de l'Intégration, Paris, Dec. 1996

L'Immigration en France, g. le Moigne, coll. Que sais-je? PUF, Paris, 3rd édition, Jan. 1995

Les Immigrés en France, INSEE, Portrait Social, Contours et Caractères, Paris, 1997

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MIGRANTS AND ETHNIC MINORITIES IN GERMANY

Dates and Facts

For an understanding of the situation of migrants and ethnic minorities in the Federal Republic of Germany, some information about numbers is both helpful and necessary. It must be borne in mind, however, that the term "migrant" has changed its meaning several times over the last 40 years.

- During the economic boom of the 1950s and '60s agreements were signed with eight countries to recruit "foreign" workers: Italy (1955), Spain and Greece (1960), Turkey (1961), Morocco (1963), Portugal (1964), Tunisia (1965) and then Yugoslavia (1968). The workers recruited were termed "guest workers" (Gastarbeiter) because it was assumed that they would only stay to work in Germany for relatively few years. After the cessation of recruitment in 1973, no more guest workers were granted long-term entry, only their family members.
- Because of the arrival of family members, the population from ethnic minorities continued to grow even after the cessation of recruitment. In the 1970s, in order to encourage their long-term integration, centres to provide social care and counselling for "guest workers" and ethnic minorities were opened or expanded by welfare associations.
- The number of school pupils from ethnic minorities rose dramatically: concepts of intercultural learning were employed, supposedly to ease their integration into the German education system.
- From the 1980s it became increasingly clear that the vast majority of "guest workers" and families from ethnic minorities would see their lives as centred in the long term on Germany. This realization led to a new understanding of integration: it was increasingly perceived as a two-way process between the majority society and numerous ethnic minorities of varying backgrounds and origins.
- For a long time, the Federal Republic of Germany has been de facto a country of immigration. However, a change in the Basic Law is required for legal recognition as a country of immigration, and so far there have been no parliamentary majorities for such a move.
- In the meantime, "guest worker" and other immigrants have come to be called migrants, but this term also covers ethnic Germans latterly returning to Germany in growing numbers after 1988, since the upheavals in the former Eastern Bloc. It is becoming increasingly difficult to accommodate these persons since young returning ethnic Germans arrive with no knowledge of German.
- Returning ethnic Germans have a right to citizenship, which is enjoyed by only some of the "guest workers" and their families who have lived in Germany for appreciably longer. The problem of legal equality between ethnic minorities is complicated by the facts that dual citizenship is normally not permitted and that EU-Citizens have special civic rights. Ethnic minorities living in Germany who do not have the nationality of a EU

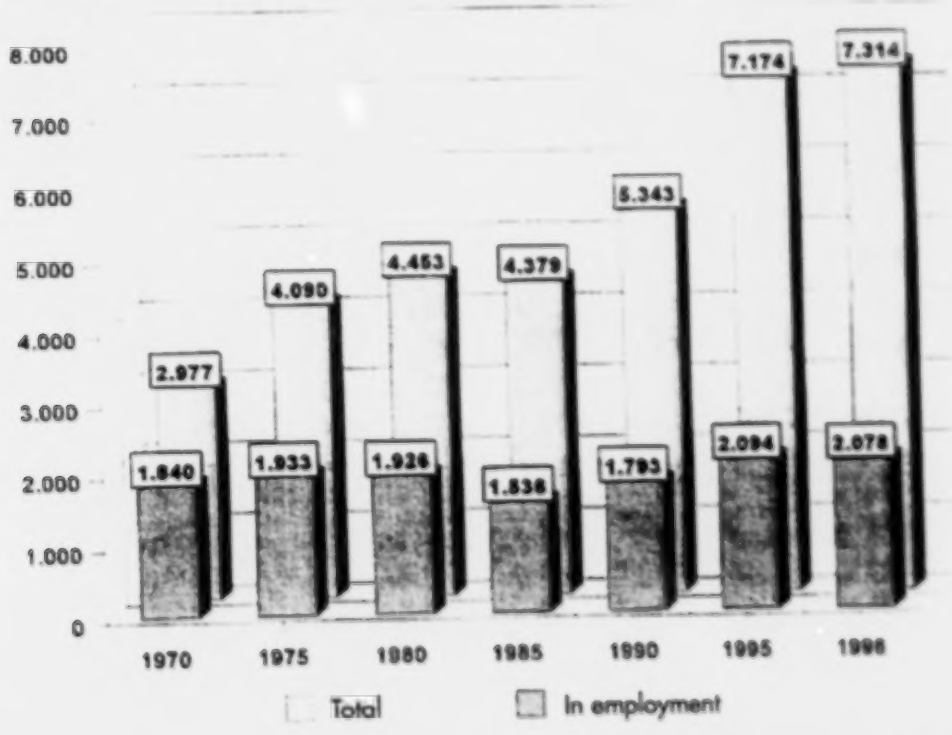
country (notably those from Turkey) are applying for, and obtaining, German passports in increasing numbers, without giving up their original nationality.

Migrants into Germany since 1970

According to the Central Register of ethnic minorities without German passport, over 7.3 million migrants were living in the Federal Republic of Germany at the end of 1996; that figure represents approximately 9% of the population.

As can be seen from the following chart, the total number of ethnic minorities without German passport living in Germany has risen steadily over the last 30 years. Since the number of "guest workers" has remained comparatively constant over this period, it can be concluded that the composition of the population of ethnic minorities has changed radically.

Numbers of ethnic minorities without German passport and of those in employment and liable to social security contributions in the Federal Republic since 1970 (in '000s)



These figures might give the impression that the increase is attributable purely to immigration. The reality is more complex, however, as many population movements are hidden behind the changes in the numbers of ethnic minorities living in Germany without German passport.

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Population Movements

The net migration figure (the difference between immigration and emigration) has been subject to considerable variation since 1970. In most years it has had a positive value, but there have also been times around the early 1980s when (because of measures specifically aimed at encouraging repatriation) the number of emigrating ethnic minorities exceeded that of new arrivals. From 1990 to the present day, the net migration figures have been consistently positive.

Migration of ethnic minorities into and out of the Federal Republic since 1990 (in '000s)

	1990	1995	1996
Immigrants from former countries of recruitment	232	239	227
Immigrants from other countries	610	554	481
Total immigrants	**842**	**793**	**708**
Emigrants from former countries of recruitment	134	169	173
Emigrants from other countries	332	398	386
Total emigrants	**466**	**567**	**559**
Net migration from former countries of recruitment	98	70	54
Net migration from other countries	278	155	95
Total net migration into Germany	**376**	**225**	**149**

The large rise in the years since 1990 is attributable mainly to the numbers of refugees from the former Yugoslavia. In 1993, the net migration figure into Germany was less than half of that in 1992, and this fall was principally due to the return of refugees.

Of the net immigration figure for 1996 (149000), only just over a third was accounted for by former countries of recruitment.

Refugees and Asylum-seekers

For a long time, Germany's law on the right to political asylum was regarded as exemplary, but in the early 1990s there was increasing discussion of a change in the law on asylum because of the steep rise in numbers of asylum-seekers. What resulted was a so-called "compromise on asylum": from the middle of 1993 §16 of the Basic Law became §16a. Since then, the number of asylum-seekers in Germany has fallen drastically.

One of the aims of the Schengen Agreement (to which 13 EU Member States have now acceded) is to create a common policy on asylum and immigration. Specific regulations to this end were drawn up in the Treaty of Amsterdam (1997).

EU countries will in future work more closely together and respond flexibly to current demand, with the Council laying down minimum norms and measures for a unified refugee policy, with common criteria and procedures for checking applications for political asylum.

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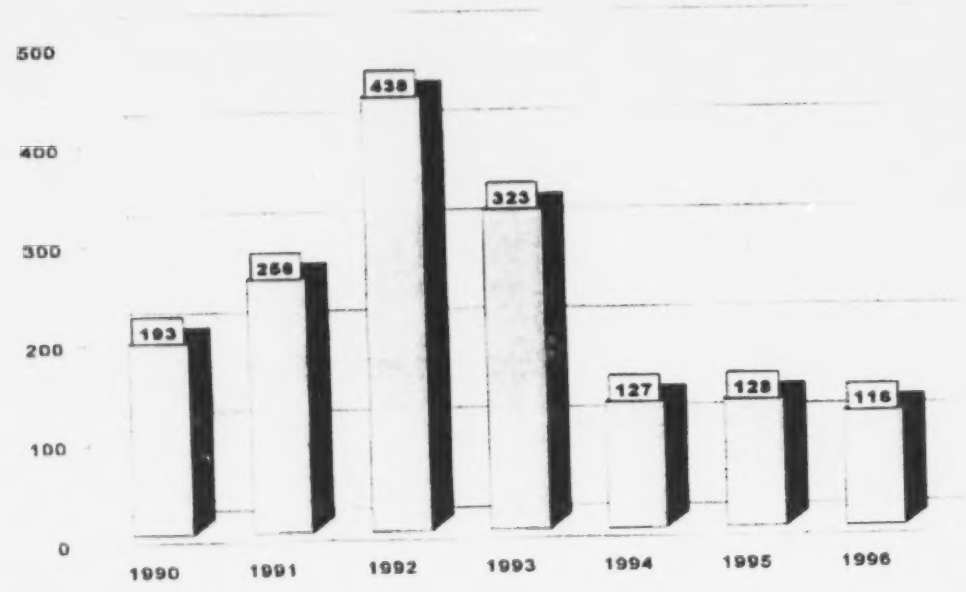
Arrival of asylum-seekers 1990–1996 in Germany (in '000s)



Source: Federal Office of Statistics, Wiesbaden

Numbers of refugees in 1993, 1994 and 1996 in Germany (in '000s)

Groups of refugees	1993	1995	1996
Those with right of asylum and refugees recognized as such abroad	106	159	170
Family members of those with right of asylum	130	130	130
Treaty refugees	–	–	16
Quota refugees and Jewish ref. from former USSR	53	88	103
Homeless migrants	22	19	17
De facto refugees	755	550	500
Asylum-seekers	530	345	330
Civil war refugees from former Yugoslavia	350	320	330
Total (approx. number)	**1,900**	**1,600**	**1,600**

Source: Federal Ministry of the Interior

In 1998, the numbers of foreign refugees in Germany will decline because those fleeing the civil war in Bosnia-Herzegovina have already begun to return.

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Countries of Origin and Religious Affiliation

Ethnic minorities from all continents and almost 200 different countries live in Germany. By far the largest group is made up of people with a Turkish passport, most of whom are Turks, although there are also an estimated 500,000 Kurds and members of other ethnic minorities from Turkey.

Ethnic minorities by region and country of origin living in Germany

Region	No. in '000s	in %	of which from foll. countries of origin	No. in '000s	in %
Europe (non-EU)	4,164	56.9	Turkey	2,049	28.0
			Yugoslavia	1,354	18.5
			Poland	283	3.9
			Romania	101	1.4
			Other	377	5.2
EU states	1,840	25.2	Italy	599	8.2
			Greece	363	5.0
			Austria	185	2.5
			Spain	133	1.8
			Portugal	131	1.8
			UK	117	1.6
			Netherlands	114	1.6
			France	102	1.4
			Other	96	1.3
Europe	6,004	82.1			
Asia	744	10.2	Iran	111	1.5
			Vietnam	92	1.3
			Other	541	7.4
Africa	299	4.1	Morocco	83	1.1
			Tunisia	26	0.4
			Other	190	2.6
America	190	2.6	USA	110	1.5
			Brazil	18	0.3
			Other	62	0.9
Australia	9	0.1			
Stateless	19	0.3			
Unresolved	50	0.7			
Total	**7,314**	**100.0**			

Source: Federal Office of Statistics, Wiesbaden

The second largest group is composed of "guest workers", ethnic minorities and refugees from the former Yugoslavia. At the time of recruitment in the 1960s it could not be anticipated that this multiethnic state would break up into independent nations. The new circumstances are now recognized in specific statistics on ethnic minorities without German passport.

Origin of ethnic minorities from the former Yugoslavia living in Germany (in '000s)

from the Federal Republic of Yugoslavia	754
from Bosnia-Herzegovina	341
from Croatia	202
from Macedonia	39
from Slovenia	18
Total	**1,354**

The citizens of the successor states to Yugoslavia are people of varying religious affiliation: most of the Serbs belong to the Orthodox Christian faith, most of the Bosnians are Muslim, and the majority of the Croats and Slovenes are Catholic.

The vast majority of the population of ethnic minorities living in Germany are Christian: 27.7 million are members of the Evangelical Church, 27.5 million are members of the Catholic Church, and 26.7 million belong to a different or no religious community. Ethnic minorities from Italy, Spain and Portugal are mostly Catholic, while the majority of Greeks living in Germany belong to the Orthodox Church. Islam is the third largest religious community with approximately 2.7 million adherents living in Germany.

Members of non-Christian religions living in Germany (in '000s)

Main groups	approx. No.	Sub-groups	approx. No.
Muslims	2,700	Alevites (from Turkey)	500
		Ahmadiya (from Pakistan)	20
Hindus	90		
Buddhists	40		
Jews	61		
Sikh	10		

The other major world religions are represented by approximately 40,000 Buddhists and 90,000 immigrants living in Germany from largely Hindu countries, there being a large group of followers of the Sikh religion among the latter. The Jewish communities are growing with the influx of Eastern European immigrants of Jewish faith; according to information from the Central Council of Jews in Germany, the figure has now reached 61,000 jews living in Germany.

Among the Muslims living in Germany there is a large group of Alevites, a lay and outward-looking religious community with more than 300-500,000 members (largely from Turkey), and Ahmadiya, a reformist religious community with around 20,000 active members (largely from Pakistan) living in Germany.

Many religious communities provide language courses, activities for young people, medical and other advice in addition to religious rites. They thereby fulfil an important function for the integration of ethnic minorities, and foster the religious and cultural identity of their members.

According to information from the Office for the Protection of the Constitution, there are somewhat fewer than 32000 members of Islamic extremist organizations living in Germany. Developments in Islamic communities indicate that Muslims have become at home in Germany. They are making efforts to lead their religious life with appropriate institutions in Germany, to bury their dead there and to provide their children with proper access to their religion. In many communities it has been possible for them to establish their own graveyards.

Length of Stay and Residential Status of Ethnic Minorities in Germany

At the end of 1996 just under 30% of ethnic minorities without German passport had already been living in Germany for 20 years or more, over 40% for more than 15 years, and almost half for more than ten years. The average length of stay of workers from ethnic minorities without German passport and their family members from former countries of recruitment is longer.

The average length of stay has been reduced in recent years by the relatively large influx of asylum-seekers and refugees, and the naturally short "length of stay" of the relatively large number of children of ethnic minorities born in Germany.

Length of stay of ethnic minorities in Germany in 1996, by selected countries of origin
(in %)

	Total No.	Longer than ... years in Germany					
		30	20	10	4	1	Rem.
Population of ethnic minorities	7314	6.1	29.2	48.5	76.2	94.4	5.6
Spain	133	25.8	69.2	81.9	89.9	96.7	3.3
Austria	185	24.0	57.1	75.7	89.9	96.7	3.3
Italy	599	15.0	48.1	71.0	84.6	96.0	4.0
Greece	363	13.8	50.1	63.8	87.1	97.0	3.0
Turkey	2049	2.5	33.8	61.9	84.4	96.3	3.7
Iran	111	3.6	9.0	48.6	74.3	95.9	4.1
Fed. Rep. Yugoslavia	754	2.7	30.4	40.8	74.3	95.9	4.1
Poland	283	3.5	5.3	23.3	72.1	91.5	8.5
Vietnam	92	-	-	18.5	76.0	96.7	3.3 .
Bosnia-Herzegovina	341	0.2	6.5	9.4	43.9	97.5	2.5

Source: Federal Office of Statistics, Wiesbaden, own calculations

Around 82% of Spaniards, 75% of Austrians, 71% of Italians and more than 60% of Turks and Greeks have already been living in the Federal Republic of Germany for ten years or more. A quite different picture emerges for the length of stay of migrants from the former Yugoslavia. Over half of all immigrants from Bosnia-Herzegovina have been living in Germany for a maximum of four years. These are principally refugees from the civil war, whose return is to be largely concluded by the next year.

Although many migrants have come to regard the Federal Republic of Germany as the focal point of their lives, their residency status still leaves much to be desired. The "Foreigners" Act, "Ausländergesetz", differentiates between residency status on the basis of the purpose of the stay:

- Permission to stay restricts residency to a quite specific purpose. Once this purpose has ended non-German ethnic minorities are obliged to leave the Federal Republic of Germany. Students from abroad who are permitted to study in the Federal Republic of Germany through development aid, for example, receive permission to stay on application, but this is restricted to the duration of study.
- A restricted residency permit is the basis for a longer period of residency. As the length of stay increases, it becomes more permanent
- An unrestricted residency permit is the first step towards permanent residency. Under certain conditions, it may be applied for and granted after possession of a restricted residency permit for a period of five years.
- Right of abode is the best and most secure residency status under the terms of the "Foreigners" Act. It may be granted on application after possession of a residency permit for eight years.
- Authority to stay is largely granted on humanitarian grounds. Authority to stay is in practice mainly granted to refugees from civil war. Extension of authority to stay depends on whether these humanitarian grounds still obtain. After eight years' possession of authority to stay, an unrestricted residency permit may be granted.
- The title "Duldung" is not permission to stay but merely indicates that the state is refraining from expelling a person without authoritiy to stay. It may be granted on application if a person without authoritiy to stay is in fact legally obliged to leave the Federal Republic of Germany but cannot be expelled because of legal or practical obstacles (for example, if the home state will not accept the person as a national or if the Ambassy of the original state of the person d'oesn't provide a passport, or if the person once indicates for examples to be citizen from Nigeria the next time indicates to com from Gambia etc. faces the threat of the death penalty in the home state.)
- There is also a temporary permission to stay. This is the residency status granted on application to asylum-seekers so that the processing of the application for political asylum can be carried out. If asylum-seekers are recognized as having the right to political asylum under the terms of Basic Law, they receive an unrestricted residency permit; and if they are recognized as refugees under the terms of the Geneva Convention on Refugees, they receive authority to stay.

Residency status of foreign residents by selected countries of origin, 1996 (in '000s)

	Total	Res. permit		Right of abode	Permission to stay	Authority to stay	Temp. perm. to stay	"Duldung"
Total	**7,134**	**1,236**	**1,828**	**867**	**199**	**249**	**351**	**338**
Turkey	2,049	271	535	519	7	12	63	9
Fed. Rep. Yugo.	754	103	154	110	8	24	85	112
Bosnia-Herz.	314	24	13	14	2	86	21	150
Poland	283	89	48	6	46	14	3	2
Iran	111	24	43	9	2	9	13	1

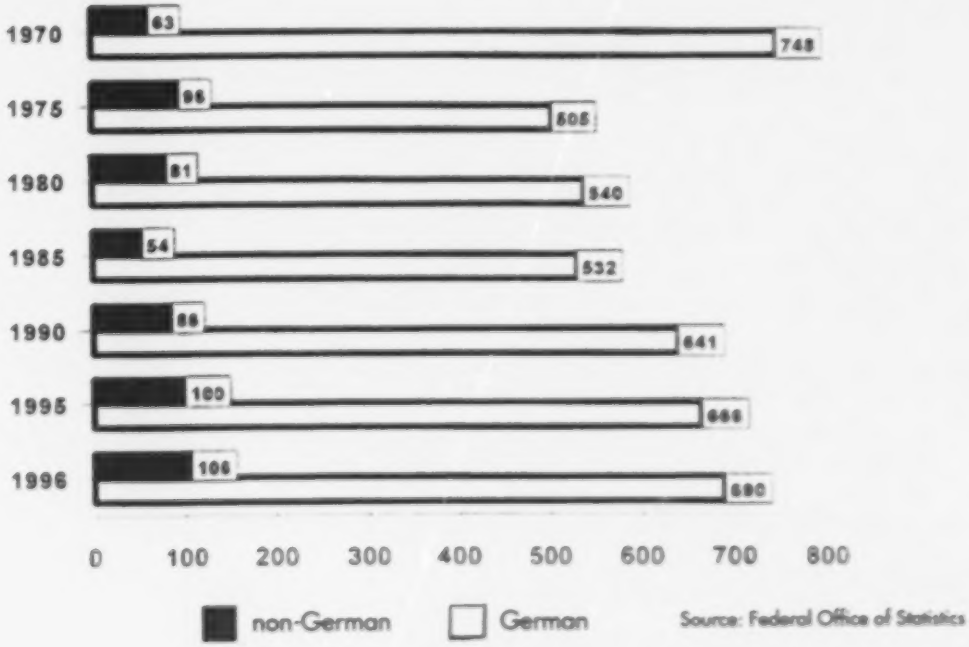
GERMANY

Long-term demographic developments in the Federal Republic of Germany indicate a slight fall in the German proportion of the population and a shift in favour of younger age groups. In the 1960s, the birth rate was approximately 1 million per year: in 1967, for example, 970,000 children were born of German parents in Germany, and 47,000 children of parents of other nationalities (4.7%). Since the early 1970s, the proportion of children of ethnic minorities without a German passport has been between 10% and 15%.

Overall, just under two thirds of all children from non-German ethnic minorities under 18 years of age have been and continue to be born in Germany. Unless the legal situation changes, they will grow up in Germany, attend kindergartens, go to school, learn occupations, work, marry and in turn have children from ethnic minorities.

Considerable criticism has been aroused among ethnic minorities by new visa regulations which came into effect in Germany in January 1997, under the terms of which children from non-German ethnic minorities aged under 16 years of age travelling alone from the former countries of recruitment – Morocco, Turkey, Tunisia and various successor states to the former Yugoslavia – require a visa to enter Germany. After introduction of the visa requirement, the number of unaccompanied refugees who are minors will fall, but the total number of unaccompagnied minors affected is in any case very small. Ethnic minorities without a German passport rightly regard this new regulation as an indication that the "children's visa" is a piece of chicanery that contradicts the sensible and necessary steps that are fostering integration.

Births of children living in Germany with German and non-German nationality



Source: Federal Office of Statistics

Gender and Age Groups

In 1995, 4 million (56%) of ethnic minorities living in Germany without a German passport were male, and about over 3 million (44%) female.

Approximately 1.6 million (23%) were under 18 years of age, over 5 million (74%) between 18 and 65, and only just under 201,000 (2.8%) older. The population of "migrants" living in Germany without a German passport is appreciably younger than the population with a German passport. The proportion of older migrants will nonetheless rise in the future.

Over 1.4 million (20.5%) of foreigners were born in Germany, 1 million of them being in the age group under 18 years.

The population of ethnic minorities living in Germany with a non-German nationality by age groups and region of origin/selected countries of origin (in %)

Ethnic minorities from	Total in '000s	Age groups from ... to ... years				
		under 15	15–30	30–45	45–65	65+
Europe	6,003	18.8	30.1	25.4	22.0	3.6
Asia	743	21.0	28.9	36.6	11.3	2.1
Africa	299	17.1	36.4	34.0	11.0	1.4
America	190	8.1	26.8	38.8	18.3	8.1
Selected countries of origin						
Turkey	2,049	26.7	33.3	20.2	18.3	1.5
Fed. Rep. Yugosl.	754	22.0	30.3	21.3	23.5	2.7
Bosnia-Herzegovina	340	25.7	29.5	27.4	14.6	2.8
Italy	599	16.2	27.3	29.0	23.3	4.2
Greece	362	14.2	29.8	24.8	27.0	4.2

Source: Federal Office of Statistics

Regional Breakdown

The breakdown of the population of ethnic minorities without a German passport by regions varies widely. There are considerable differences between the Old and New Federal Länder since only relatively few ethnic minorities lived and worked in the former German Democratic Republik (GDR), chiefly those from Vietnam, Angola and Cuba.

After the Wall came down in November 1989 and the New Federal Länder were united with the Old in October 1990, statistics were adjusted to fit the new situation. It must be borne in mind, however, that the New Federal Länder are of similar geographical size to many West German Federal Länder while the population is appreciably smaller: there are fewer people in total living in all five New Federal Länder than in North Rhine-Westphalia with its 18 million inhabitants.

The proportion of ethnic minorities without German passport in the whole Federal Republic of Germany has thus fallen. The city states of Berlin, Hamburg and Bremen are in a peculiar situation, having the status of Federal Länder and a high density of population (with an above-average proportion of non-German ethnic minorities). The borough of Kreuzberg in Berlin is reckoned to be the third largest Turkish city on account of the high number of Turks living there.

Regional breakdown of ethnic minorities without a German passport living in Germany by country, 1996

Federal Land	Pop. in millions (1.1.96)	Ethnic minorities in '000s	Proportion in %
North Rhine -Westphalia	17.9	1,993	11.1
Bavaria	12.0	1,109	9.2
Baden-Württemberg	10.3	1,291	12.5
Lower Saxony	7.8	480	6.2
Hessen	6.0	833	13.9
Rhineland-Palatinate	4.0	299	7.5
Schleswig-Holstein	2.7	140	5.2
Saarland	1.1	80	7.3
Berlin	3.5	469	13.4
Hamburg	1.7	288	16.9
Bremen	0.7	82	11.7
Old Federal Länder	**67.7**	**7,064**	**10.4**
Saxony	4.6	85	1.8
Saxony-Anhalt	2.7	49	1.8
Brandenburg	2.5	62	2.5
Thuringia	2.5	29	1.2
Mecklenburg-W. Pomerania	1.8	26	1.4
New Federal Länder	**14.1**	**251**	**8.9**
Total	**81.8**	**7,314**	**8.9**

Source: Statistical Yearbook 1997, Wiesbaden Sep. 1997

The major agglomerations in the Old Federal Länder show a proportion of ethnic minorities without a German passport more than twice as high as rural areas, with key cities having almost three times as many. In these, the proportion of ethnic minorities without German nationality reaches an average of 15% of the total population, and in some cases is appreciably higher: Frankfurt am Main (over 29%), Stuttgart (24%), Munich (almost 23%), Cologne (20%) and Düsseldorf (19%). Within these figures, the breakdown by country of origin can vary in nature: in Cologne, the proportion of ethnic minorities with a Turkish passport reached almost 40% in 1995, while it was only 16% in neighbouring Düsseldorf.

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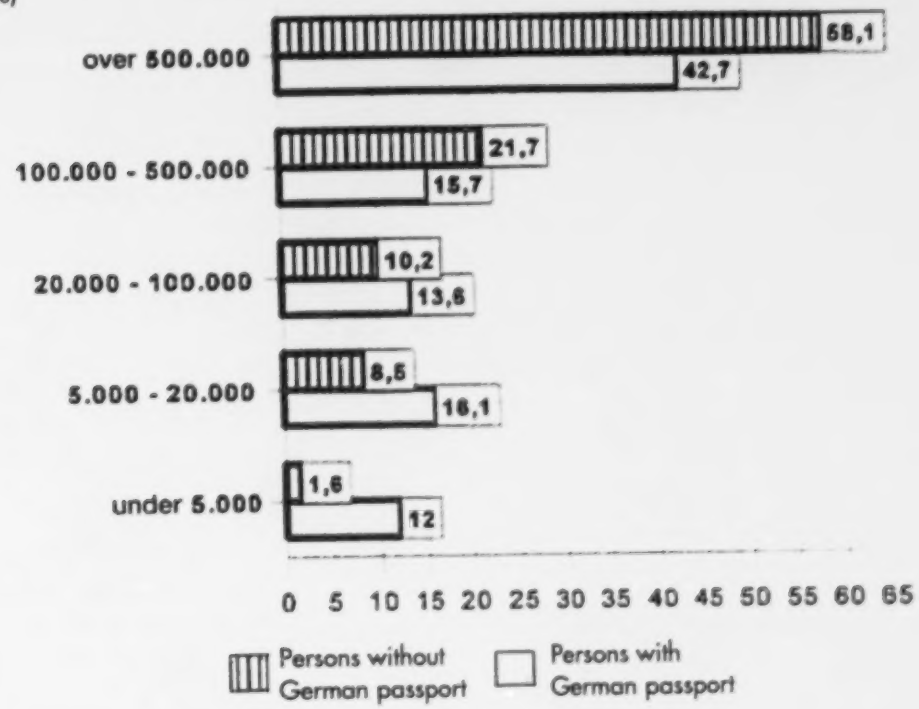
Breakdown of the population with German and without German passport by size of town or city (in %)



Source: Federal Ministry of Employment and Social Security, representative survey 1995

Knowledge of the Language

A knowledge of German is of immense importance for families from ethnic minorities if they wish to manage their own lives in everyday affairs, at school and work, etc. However the competence in German of ethnic minorities living in Germany in the first generation in generally inadequate.

Self-assessment of ethnic minorities of their knowledge of German (aged 45+ = members of 1st generation) by selected country of origin (in %)

Knowledge of language	Turkey	Former Yugosl.	Italy	Greece
Very good	1.6	7.5	6.3	4.7
Good	19.8	29.7	38.6	27.3
Average	38.7	31.7	39.3	41.8
Poor	26.1	20.2	12.1	17.7
Very poor	9.0	8.1	3.8	7.9
Speak no German	4.7	2.9	–	0.6
Total	**100.0**	**100.0**	**100.0**	**100.0**

Source: Federal Ministry of Employment and Social Security, representative survey

Even today, ethnic minorities can be found in Germany who have been living there for 30 years but speak next to no German. For many workers of ethnic minorities from the countries of recruitment there was no absolute necessity to learn German because they were often dealing only with their compatriots at the workplace and had originally assumed that they would soon return to their home countries.

The situation is entirely different among members of the 2nd and 3rd generations. They have grown up here, have attended German kindergartens and schools and speak German like native children and young people. They are ethnic minorities living in Germany without a German passport and a bi- or multicultural biography and identity as German-Turkish or German-Pakistani or German-Eritrea.

Most children of ethnic minorities grow up bilingual, speaking German in the day and communicating with one another in their parents' language when they meet members of their ethnic group. Not all children of ethnic minorities find it easy to make this cultural and linguistic switch.

Xenophobia

The number of offences motivated by hatred of ethnic minorities showed a sudden rise between 1991 and 1993, and in subsequent years eventually declined again. Although the proportion of ethnic minorities in the New Federal Länder is considerably lower than in West Germany, there were serious assaults on refugees in Hoyerswerda, Saxony, on 22 Sep. 1991 and in Rostock, Mecklenburg-Western Pomerania, on 22 Aug. 1992. A short while later, there were also attacks on ethnic minorities in the Old Federal Länder: the victims of the fires in Mölln, Schleswig-Holstein, on 23 Nov. 1992 and in Solingen, North Rhine-Westphalia, on 29 May 1993 achieved tragic notoriety. In 1994, there were also violent assaults in Magdeburg, Saxony-Anhalt, on 12 May.

Violence against ethnic minorities without German passport between 1991 and 1996 (absolute figures)

	1991	1992	1993	1994	1995	1996
Homicides						
– causing actual deaths	3	4	5	–	–	–
– No. of victims	3	6	6	–	–	–
– attempted	–	28	18	8	8	1
Bodily injuries	236	576	727	494	372	307
Use of explosives	–	12	3	1	–	–
Arson/firebombing	335	596	284	80	37	27
Other offences	1,852	5,120	5,687	2,908	2,051	1,887

Source: Federal Ministry of the Interior

In 1996, there was one attempt at causing death, and 307 bodily injuries. There were also 27 offences involving the use of explosives, arson or firebombing, and over 1,800 other offences against ethnic minorities.

Employment and Unemployment

Figures on ethnic minorities living in Germany subject to social security contributions as employees have already been given in the overview of the numbers of ethnic minorities without German passport between 1970 and 1996. From these it is clear that the number of persons in employment has remained relatively unchanged throughout the period.

Employment

The number of potential workers of ethnic minorities resident in Germany is growing for demographic reasons as the 2nd and 3rd generations enter working life and obtain jobs; and at the same time there are fewer cases of emigration.

Between 1987 and 1995 the number of ethnic minorities in employment rose from over 1.8 million to almost 3 million (figures for 1996 are not yet available); the proportion of manual workers is declining and that of clerical-grade staff is rising.

Ethnic minorities without German passport in employment by occupational status (in %)

Ethnic minorities	1987	1993	1995
Persons in employment	1,844	2,884	2,997
Self-employed	6.5	7.4	7.9
Helping in family business	0.7	0.6	0.8
Clerical grades	19.1	25.3	26.5
Manual	73.7	66.7	64.5

Source: Federal Office of Statistics

The Institute of Labour Market and Occupational Research of the Federal Labour Office (FLO) estimates the potential number of workers from ethnic minorities without German passport in the former territory of the Federal Republic to be at least 3.9 million, around 0.15 more than in 1995. These persons – less those already in jobs or registered as unemployed – are looking for work if they have the right of access to the labour market and find jobs. The FLO estimates the silent reserve among ethnic minorities without German passport in 1996 as numbering 0.9 million in total.

It should be stressed that employment offices can only guide workers of ethnic minorities without German passport into jobs through the work permit process if no legal right to a particular work permit has as yet been obtained. At the end of June 1996 over 90% had rights which placed them on the same footing as workers with the German nationality in the labour market.

According to the estimates of the FLO, the annual average number of employed ethnic minorities was 2.58 million in 1995 and 1996, which had been preceded by a slight fall in the years since 1993. It should be borne in mind that the number of Germans liable to social security contributions was falling constantly over this period.

The deterioration in the labour market becomes clearer on examination of the number of ethnic minorities without German passport in employment liable to social security contributions. Since 1993, the number has been declining continually; between June 1995 and June 1996, the employment of ethnic minorities without German passport in jobs liable to social security contributions shrank considerably more than employment liable to social security contributions as a whole.

Ethnic minorities without German passport in employment liable to social security contributions by selected country of origin in Western Federal Länder

	1995		1996	
	in '000s	%	in '000s	%
EU states	680	31.9	666	32.1
Non-EU states	1,449	68.1	1,411	67.9
Turkey	600	28.2	578	27.8
Fed. Rep. Yugoslavia	419	19.7	408	19.6
Other countries	430	20.2	425	20.5
Total	**2,129**	**100.0**	**2,078**	**100.0**

Source: Federal Labour Office

By country of origin, ethnic minorities from Turkish citizens represented the largest group of ethnic minorities without German passport in employment liable to social security contributions in the Federal Republic of Germany in 1996, with 578,200 persons.

Unemployment

The evolution of the proportion of officially unemployed men and women of ethnic minorities without German passport in the West of the Federal Republic shows that the highest average annual level was reached in 1996, at 18.9%. The proportion of women accounted for 33.3% of this figure.

In April 1997, unemployment among ethnic minorities without a German passport in the West of the Federal Republic reached officially 21.0%. If the structure of unemployment among ethnic minorities without a German passport and German citizens is compared, a number of differences become apparent. The apportionment of unemployment between ethnic minorities without a German passport and German citizens by gender has remained constant over time, but is 10% higher among German than among women of ethnic minorities with a non-German nationality.

The proportion of unemployed persons with no vocational qualifications is only around half as high among Germans as among ethnic minorities without a German passport (78.2%).

Evolution of employment and unemployment of ethnic minorities without a German passport between 1980 and 1996 (end of June in each case) in the Western Federal Länder (in '000s)

	1980	1985	1990	1995	1996
Non-German ethnic minorities in employment liable to social security contributions	2.018	1,567	1,775	2,121	2,078
Unemployed non-German ethnic minorities	107	253	203	424	481
Proportion unemployed (in %)	5.0	13.9	10.9	16.6	18.9

Source: Federal Labour Office

As can be sen from the following table, workers with a Turkish passport are particularly badly affected by unemployment.

Unemployed of ethnic minorities without a German passport by selected country of origin in West German Federal Länder, December 1996

	Total in '000s	Unemp. rate	Men in '000s	Women in '000s
Turkey	182	24.4	121	61
Fed. Rep. Yugoslavia	51	11.1	37	14
Italy	50	20.6	35	15
Greece	26	19.0	16	10
Spain	7	12.2	4	3
Portugal	9	15.1	5	3
Other	172	x	113	58
Total	**521**	**20.5**	**348**	**173**

Source: Federal Labour Office

Education and Working Life

The integration of children and young people with foreign passports into schools and vocational training has slowly but steadily improved since the mid-1980s.

Pupils with Foreign Passports in General Secondary Schools

In the early 1980s, 30 % of school-leavers left Hauptschule (lower general secondary school) with no qualifications, and in 1995 only 15.4 %. Despite this improvement there are still manifest differences between German and non-German young people in school attendance, school-leaving qualifications and vocational education. There are various causes for the unsatisfactory situation in education: alongside class, knowledge of the language and age on entry to the country, structural disadvantages are also of significance.

The majority of pupils with foreign passports in general secondary schools were born and have grown up in Germany. However, they are still over-represented in Hauptschulen and special

secondary schools in comparison with German pupils, and accordingly under-represented in Realschulen and Gymnasien (technical secondary and grammar schools), but since the mid-1980s a slight trend towards Gymnasium education has been noticeable. In 1995, almost 1,146,000 pupils with foreign passports were attending general secondary schools and adult colleges providing "second chance" general secondary education. They accounted for 9.3% of all pupils. In 1995, in terms of the spread between different types of school, the pattern of previous years remained largely unchanged in general secondary schools.

Pupils of ethnic minorities without German passport and German pupils in selected general secondary schools, 1992 and 1995 (in %)

	Foreign pupils		German pupils	
	1992	1995	1992	1995
Hauptschulen (lower general secondary schools)	26.0	23.2	9.3	10.1
Gymnasien (grammar schools)	9.9	8.4	21.0	22.9
Realschulen (technical secondary schools)	8.8	8.4	10.5	12.1
Special schools for children with learning disabilities	3.9	4.2	1.8	2.0
Special schools for other disabilities	1.9	2.0	1.5	1.7
Gesamtschulen (comprehensive schools)	5.9	6.5	4.2	5.6

Source: Secretariat of the Standing Conference of Land Ministers of Education

Leavers of ethnic minorities without German passport and German leavers from general secondary schools, 1992 and 1995 (in %)

	Foreign school-leavers		German school-leavers	
	1992	1995	1992	1995
no school-leaving certificate	17.2	15.4	7.3	7.7
Hauptschule leaving certificate	43.6	42.9	25.2	25.1
Realschule leaving certificate or equivalent	26.0	27.3	41.8	41.0
upper secondary leaving certificate	7.7	8.9	25.7	25.6

Source: Secretariat of the Standing Conference of Land Ministers of Education

There are also significant differences between nationalities:

- Young people of Spanish origin are the most successful national group, with the highest proportion in Realschulen and Gymnasien and in vocational training.
- Young people of Greek origin are seldom to be found in vocational training but very frequently in upper secondary school education and in the Greek lyceums, and are more heavily represented in Gymnasien than most other nationalities.
- Young people of Portuguese origin are the group most frequently found in Gymnasien, after the Spanish and Greeks. They are particularly strongly represented in full-time vocational schools.

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- Young people from the former Yugoslavia have relatively high proportions in Gymnasien and Realschulen (although lower than those of pupils of Spanish, Greek and Portuguese origin). The proportion of pupils in Hauptschulen has steadily risen in recent years, probably because of the increase in the number of entrants in middle of their school careers from the successor states to the former Yugoslavia. They are not frequently found in special schools, are relatively often found attending a vocational preparation year, although less often than young people of Turkish origin, and have average representation in vocational training.
- Young people of Italian origin are particularly seldom found in Gymnasien, and have less participation in forms of vocational preparation and basic vocational courses than, say, young people of Turkish origin.
- Young people with a Turkish passport have relatively poor school attainment, often with a Hauptschule leaving certificate at best, are under-represented in Gymnasien and Realschulen, over-represented in the vocational preparation year and basic vocational education year, and have relatively low proportions of trainees.

Pupils with non-German Passports in Vocational Schools

A comparison of pupils with and without a German passport in vocational schools reveals that the proportions of ethnic minorities in the vocational preparation year and basic vocational year remain appreciably higher. This situation demonstrates that a large number of young people of ethnic minorities still need support in making the transition from school to work.

Pupils with non-German and German passport of selected vocational schools, 1992 and 1995
(in %)

	pupils with non-German passport		pupils with German passport	
	1992	1995	1992	1995
Berufsschule (part-time vocational school)	68.2	63.5	45.3	73.6
Berufsfachschule (full-time vocational school)	14.2	16.9	11.6	12.8
Vocational preparation year	6.1	6.4	1.8	1.9
Basic vocational year	4.7	5.2	2.6	1.3
Fachoberschulen (higher technical schools), Fachgymnasien (technical grammar schools), Fachschulen (technical vocational schools)	6.2	7.4	11.4	14.1

Source: Secretariat of the Standing Conference of Land Ministers of Education

It should be noted on a positive note that the proportion of ethnic minorities in Berufsfachschulen, Fachoberschulen, Fachgymnasien and Fachschulen has risen in recent years. The proportion of girls of ethnic minorities without a German passport in particular must be increased in Berufsschulen and dual system training.

Vocational Training

Until the early 1990s, the number of ethnic minorities in vocational training had steadily increased in West Germany, and reached its highest level in 1993.

Ethnic minorities without German passport in vocational training in West Germany by selected countries of origin, 1991 to 1995 (in '000s)

Ethnic minorities	1991	1992	1993	1994	1995
from Turkey	48	54	56	55	51
from Former Yugoslavia	20	22	23	23	23
from EU countries	41	44	27	26	24
from other countries			22	22	23
Total	109	120	128	126	121
as % of all trainees	6.5	7.2	7.8	8.0	9.7

Source: Federal Ministry of Education and Science 1997

Although the absolute figures have declined slightly since 1993.

Trainees of ethnic minorities without German passport in West Germany by selected fields of training and countries of origin, 1995 (in '000s)

Ethnic minorities	Trades	Indust./comm.	Professions	Publicservice	Other
from Turkey	22.6	22.0	5.8	0.7	0.2
from Former Yugoslavia	10.2	9.1	2.7	0.4	0.1
from EU countries	11.1	10.5	2.1	0.4	0.2
from other countries	11.7	7.4	3.1	0.2	0.5
Total	55.6	49.0	13.7	1.7	1.0
as % of all trainees	11.8	8.7	9.6	3.9	8.4

Source: Federal Ministry of Education and Science 1997

It should be noted that as a proportion of all trainees, the situation has improved; it is to be hoped that this trend will be maintained in future. For 2nd and 3rd generation of ethnic minorities lives in Germany in the longer term it is an absolute necessity that they should attain the highest possible vocational qualifications. At a time when vocational requirements have become and are still becoming ever more demanding, those affected must adopt a flexible attitude to the new conditions prevailing in the labour market.

Useful Addresses:

Beauftragte der Bundesregierung für Ausländerfragen
Cornelia Schmalz-Jacobsen
Postfach 14 02 80
53107 Bonn
tel.: 0049-2 28/5 27 23 07 or 5 27 29 73, fax: 0049-228/5 27 27 60
(Can supply a list of all commissioners of the Länder [Federal States] and Kommunen [Municipality] for issues concerning foreigners and materials on migrants in Germany)

Beauftragter der Bundesregierung für Aussiedlerfragen
(Commissioner of the Federal Government responsible for issues concerning repatriates)
Dr. Horst Waffenschmidt
Graurheindorfer Straße 198
53117 Bonn
tel.: 0049-2 28/6 81 20 43

Landesarbeitsgemeinschaft der Ausländerbeiräte Nordrhein-Westfalen (LAGA NRW)
Helmholzstraße 28
40215 Düsseldorf
tel.: 00 49-211/9 94 16-0, fax: 00 49-211/9 94 16-15, e-mail: LAGA NRW@t-online.de

Arbeitsgemeinschaft der Auslanderbeiräte Hessen (AGAH)
Taunusstr. 2
65182 Wiesbaden

Bundesarbeitgemeinschft der Immigrantenverbände in der Bundesrepublik Deutschland e.V. (BAGIV)
Poppelsdorfer Allee 19
53115 Bonn

Bundeszentrale für politische Bildung
(Federal Centre for political education)
Berliner Freiheit 7
53111 Bonn
[The Federal Centre issues materials on the theme "Migrants", free of charge]

Deutscher Volkshochschul-Verband e.V. (DVV)
Obere Wilhelmstrasse 32, 53225 Bonn
tel.: 0049-228/9 75 69-0, fax: 0049-228/9 75 69-30, e-mail: buero@dvv-vhs.de

Institut für Internationale Zusammenarbeit
des Deutschen Volkshochschul-Verbandes (IIZ/DVV)
Obere Wilhelmstrasse 32, 53225 Bonn
tel.: 0049-228/9 75 69-0, fax: 0049-228/9 75 69-55, e-mail: IIZ-DVV-BONN@GEOD.Geonet.De

Deutsches Institut für Erwachsenenbildung (DIE)
Hansaallee 150, 60320 Frankfurt/Main
tel.: 0049-69/9 56 26-0, fax: 0049-69/9 56 26-174, e-mail: die@die.f.shuttle.de

Weiterbildungs-Testsysteme GmbH (WBT)
Hansaallee 150, 60320 Frankfurt am Main
tel.: 0049-69/9 56 26-141, fax: 0049-69/9 56 26-262, e-mail: pz@die.f.shuttle.de

Adolf Grimme Institut (AGI)
Eduard-Weitsch-Weg 25, 45768 Marl/Westfalen
tel.: 0049-2365/91 89-0, fax: 0049-2365/91 89-89, e-mail: adolf.grimme.institut@wrd.de

Volkshochschulverband Baden-Württemberg e.V.
Raiffeisenstr. 14, 70771 Leinfelden-Echterdingen
tel.: 0049-711/7 59 00-0, fax: 0049-711/7 59 00-41, e-mail: inf@vhs-verband.bw.schule.de

Bayerischer Volkshochschulverband e.V.
Fäustlestr. 5, 80339 München
tel.: 0049-89/5 10 80-0, fax: 0049-89/5 02 38 12, e-mail: bvv@muenchen.org

Berliner Senatsverwaltung für Schule, Jugend und Sport
Abt. VIII – Weiterbildung –
Storkower Str. 133, 10407 Berlin
tel.: 0049-30/42 14-43 10, fax: 0049-30/42 14-40 08

Brandenburgischer Volkshochschulverband e.V.
Neustädtische Wassertorstr. 16-17, 14776 Brandenburg/Havel
tel.: 0049-3381/52 23 04, fax: 0049-3381/52 23 04,
e-mail: vhs-verband.brandenburg@t-online.de

Landesausschuß der Volkshochschulen des Landes Bremen
Schwachhauser Heerstr. 67, 28211 Bremen
tel.: 0049-421/3 61-36 66, fax: 0049-421/3 61-32 16, e-mail: vhs@uni-bremen.de

Freie und Hansestadt Hamburg – Landesbetrieb Hamburger Volkshochschule
Schanzenstr. 75-77, Postfach 30 62 61, 20357 Hamburg
tel.: 0049-40/35 04-0, fax: 0049-40/35 04-27 88, e-mail: 1007 12.1313@compuserve.com

Hessischer Volkshochschulverband e.V.
Winterbachstr. 38, 60320 Frankfurt/Main
tel.: 0049-69/56 00 08-0, fax: 0049-69/56 00 08-10, e-mail: hvv-Institut@geonet.de

Volkshochschulverband Mecklenburg-Vorpommern e.V.
Bertha-von-Suttner-Str. 5, 19061 Schwerin
tel.: 0049-385/30 31 55-0, fax: 0049-385/30 31 55-5, e-mail: vhs-verband-mv@mvnet.de

Landesverband der Volkshochschulen Niedersachsens e.V.
Bödekerstr. 16, 30161 Hannover
tel.: 0049-511/3 48 41-0, fax: 0049-511/3 48 41-25, e-mail: Lahannover@t-online.de

Landesverband der Volkshochschulen von Nordrhein-Westfalen e.V.
Heiliger Weg 7-9, 44135 Dortmund
tel.: 0049-231/95 20 58-0, fax: 0049-231/95 20 58-3, e-mail: *@-NRW.do.nw.schule.de

Verband der Volkshochschulen von Rheinland-Pfalz e.V.
Kaiserstr. 58, 55116 Mainz
tel.: 0049-6131/2 88 89-0, fax: 0049-6131/2 88 89-30, e-mail: VHS-Verband-RP@t-online.de

Verband der Volkshochschulen des Saarlandes e.V.
Bahnhofstr. 47-49, 66111 Saabrücken
tel.: 0049-681/3 66 60 or 3 66 80, fax: 0049-681/3 66 10

Sächsischer Volkshochschulverband e.V.
Leipziger Str. 162, 09114 Chemnitz
tel.: 0049-371/37 32 75, fax: 0049-371/37 32 74, e-mail: svvvhs@aol.com

Landesverband der Volkshochschulen Sachsen-Anhalt e.V.
Liebknechtstr. 91, 39110 Magdeburg
tel.: 0049-391/7 36 93-0, fax: 0049-391/7 36 93-99, e-mail: LV-VHS-MD@t-online.de

Landesverband der Volkshochschulen Schleswig-Holsteins e.V.
Holstenbrücke 7, 24103 Kiel
tel.: 0049-431/9 79 84-0, fax: 0049-431/9 66 85, e-mail: vhs.sh@t-online.de

Thüringer Volkshochschulverband e.V.
Konrad-Zuse-Str. 3, 07745 Jena
tel.: 0049-3641/62 09 76/77, fax: 0049-3641/62 09 78

Deutscher Caritasverband e.V.
Karlstr. 40
79104 Freiburg i.Br.

Deutscher Paritätischer Wohlfahrtsverband (DPWV)
Heinrich-Hoffmann-Str. 3
60528 Frankfurt

Diakonisches Werk Der EKD e.V.
Stauffenbergstr. 76
70173 Stuggart

Informations-, Dokumentations- und Aktionszentrum gegen Ausländerfeindlichkeit für eine multikulturelle Zukunft e.V. (IDA)
Friedrichstraße 61a
40217 Düsseldorf
tel.: 0049-2 11/37 10 26/ fax: 0049-2 11/38 21 88
[Information, documentation and action centre against xenophobia for a multicultural future. Provides workshops and teaching materials on the themes racism, right-wing extremism, refuge/asylum/migration issues and multicultural issues. IDA can also help with finding material].

Pro Asyl
Postfach 10 18 43
60018 Frankfurt/Main
tel.: 0049-69 23 06 88
[Commissioner of the Federal Government responsible for issues concerning foreigners]

Verband der Initiativegruppen in der Ausländerarbeit e.V. (VIA)
Hockemmericher Str. 71
47228 Duisburg

Wir e.V.
Elsa Brandström-Str. 6
50668 Köln

Related Reading:

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iza Zeitschrift für Migration und soziale Arbeit
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"Medien gegen Rassismus. Fünf Spots der Initiative"
"Jugend-Videogruppen gegen Rassismus und Vorurteile. Fünf Beispiele"
"Wer Gewalt säht – von Brandstiftern und Biedermännern". Dokumentation von Gert Monheim (WDR) über die Eskalation von Gewalt gegenüber Flüchtlingen in Rostock-Lichtenhagen.
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Unsere Medien – Unsere Republik II
Hrsg.: Adolf Grimme Institut (AGI),
Zehn Themenhefte über deutsche Selbst- und Fremdbilder in den Medien von BRD und DDR (1994)

1949 – "Vergessene Vielfalt"
1952 – "Auf Linie gebracht"
1961 – "Getrennte Lebenswege"
1965 – "Warten auf den Frühling"
1972 – "Neue politische Horizonte"
1976 – "Systemvergleich im Akkord"
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Fünf Videokassetten zur DDR/BRD-Mediengeschichte mit den Themen:
– Das BRD-Bild im DDR-Fernsehen
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– Bücher, Verlage und Leser in der DDR
– Die Geschichte der Kriminalserie "Polizeiruf 110"

MIGRANTS AND ETHNIC MINORITIES IN HOLLAND

Post-war Immigration

The Netherlands has admitted immigrants for centuries. However, it was not until the Second World War that immigration led to the creation of significant groups of minorities. The years immediately after the war were characterised by decolonisation and the independence of Indonesia. During this period, over 250,000 repatriates from Indonesia and 12,500 Moluccans settled in the Netherlands.

As a result of rapid economic growth at the beginning of the sixties, Holland experienced a labour shortage. Campaigns were held in the countries surrounding the Mediterranean to attract "guest workers". In 1973 there were approximately 100,000 "guest workers" living and working in Holland. The number of migrants has grown steadily over the years, rising to 1,000,000 in 1992.[1]

The attention given to the problems facing minorities was still minimal during this early period. As in other European countries, structural and institutional racism was widespread, affecting housing, education, employment, health and social integration. It was generally believed that foreign workers would return to their countries after working in Holland for a few years. The only concern was that immigrants might become alienated from their own culture. This was the original motivation behind the introduction of mother-tongue education for the children of migrant workers.

The independence of Surinam (1975) prompted a rise in migration from this region and from the Antilles. However, the economic recession of the early seventies had ended the need for foreign employees. By 1983, with the reunion of family members and family expansion (so called 'chain migration'), the numbers of Mediterranean immigrants had increased to over 325,000. It gradually became apparent that these minorities and their families were to become a lasting part of Dutch society. Minority policy was characterised at this time by a general encouragement to promote "integration while retaining their own identity".

[1] Population according to country of birth (x 1000), January 1994

Dutch nationality, born in:		Not Dutch nationality, born in:	
Netherlands	13803	11 EU-countries	146
11 EU-countries	144	Moroccan	115
Indonesia	175	Netherlands	163
Neth. Antilles/Aruba	65	Turkey	138
Surinam	159	other	218
other	215		
Total	**14.561**		**780**

Source: CBS

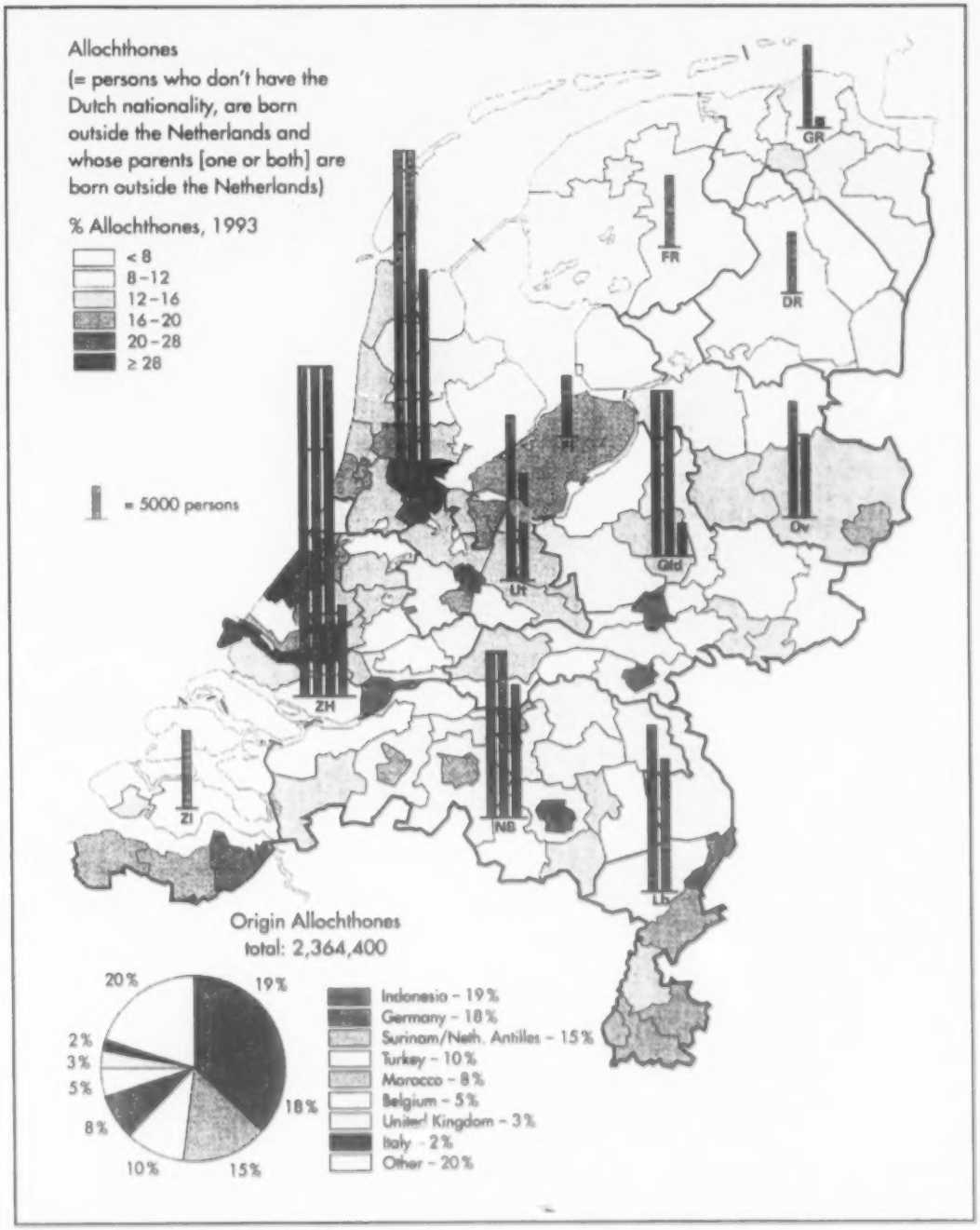

Fig.3a: Patterns of Migrant Settlement in Holland: People living in Holland without Dutch nationality

Source: De Grote Bosatlas, 51st Edition, 1996

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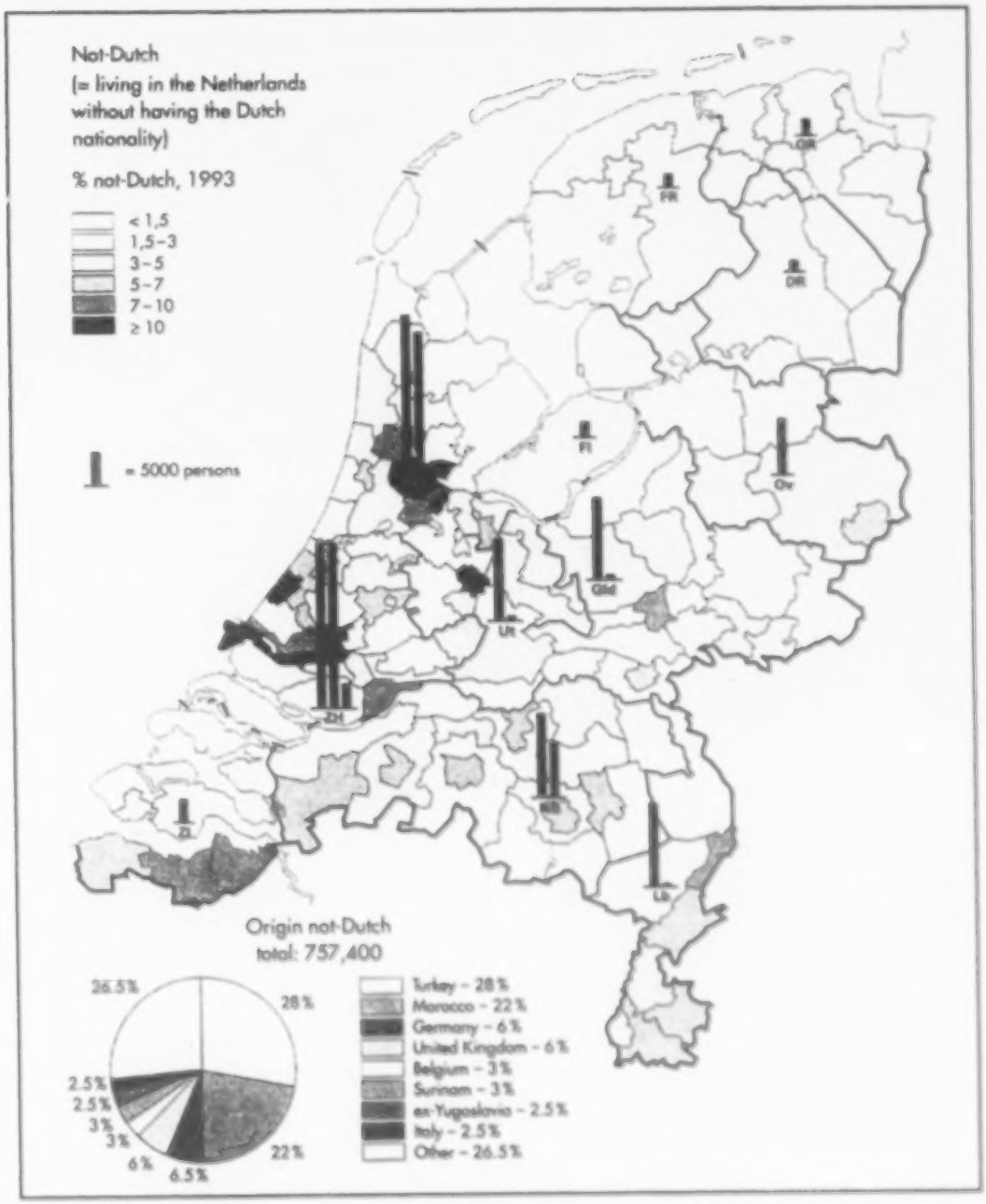

Fig.3b: Patterns of Migrant Settlement in Holland: Allochthones (People without Dutch nationality who were born outside the Netherlands and who have one or both parents who were born outside the Netherlands)

Source: De Grote Bosatlas, 51st Edition, 1996

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During the nineties, minority policy has continued to emphasise the integration of newcomers. In such a context, access to education and employment has become a central issue. Since 1 January 1992, it has also been possible for migrants to apply for Dutch nationality, without losing their original nationality. This has led to an increase in the demand for naturalisation, particularly in the case of Turkish people. In 1992, Surinamese, Turkish and Moroccan minorities comprised nearly 70% of the overall minority population. [2]

Legal and Socio-economic Status

A constitutional revision in 1984 laid down the principle of non-discrimination, declaring that: "All those living in the Netherlands are to be treated equally. Discrimination based on religion, philosophy of life, political persuasion, race, sex or any other ground, is not permitted."

[2] Minorities, based on origin groups* 1992 (Total population: 15.129.000)

Minorities	Absolute	%
Surinamese	262.839	25%
Antilleans/Arubans	90.650	9%
Turkish	240.810	23%
Moroccans	195.536	19%
Italians	32.818	3%
Spaniards	29.046	3%
ex-Yugoslavians	27.117	2,5%
Capeverdians	14.330	1,5%
Portugese	12.587	1%
Greek	10.369	1%
Tunisians	5.631	0,5%
Moluccans (estimated)	35.000	3,5%
Refugees (estimated)	44.000	4%
Caravan dwellers (estimated)	30.000	3%
Gypsies (estimated)	3.500	0,5%
Total	**± 1.000.000**	**100%**

Source: CBS

*Origin is based on a combination of: nationality, country of birth and country of birth of parents

In September 1994, the General Law on Equal Treatment was enacted, outlawing discrimination based on race or nationality. Victims may appeal to a court and/or to the National Commission for Equal Treatment, which was installed on 21 March 1995. Minority groups are also guaranteed freedom of expression in the area of religion, language and other cultural areas within limits defined by and acceptable to Dutch society.

Minority policy in the Netherlands focuses on the needs of a number of specific target groups and their integration into society as a whole. These target groups are defined by their disadvantaged position in Dutch society. In 1983, the government defined these target groups as Antilleans/Arubans, Surinamese, Moluccans, foreign guest workers (from Turkey, Morocco etc.), refugees, caravan dwellers and gypsies. Of these groups, the needs of Turks, Moroccans, Surinamese, Antilleans/Arubans and refugees are prioritised.

In April 1994, the "Counselling Bodies Minority Policy" came into effect. Counselling bodies were formed for Moluccans, Antilleans/Arubans, Moroccans/Tunisians, Surinamese, Turks, refugees and asylum seekers, caravan dwellers and Gypsies, and Southern-Europeans. These counselling bodies consist of members who are charged with the duty of giving requested and non-requested advice to ministers, to the Senate and to Parliament. The various counselling bodies are members of the National Counselling and Consultation structure (LAO), which is chaired by the minister of Internal Affairs.

The government has also adopted a policy of promoting an integrated approach to social disadvantage, the so-called "colour-blind approach". The principle, introduced in 1981, encourages the adoption of a "general policy where possible, a specific policy where required". In recent years there has been a general decrease in the number of cases where a specific policy has been required. However, numerous measures continue to be taken that relate exclusively to migrant target groups.

Spearheading the ethnic minorities' integration policy in 1996 are:

The Newcomers Policy, launched by the Ministries of Education and Welfare, which introduces naturalisation (acclimatisation) contracts that are to be compulsory for all newcomers from 1996 onwards. The contract comprises provision for Dutch as a second language, social orientation and labour orientation. Municipalities are responsible for these programmes which are financially supported by the Ministries.

Policy for ethnic minorities in urban society through which goal-orientated agreements have been made between the government and the four large cities, with the aim of helping severely disadvantaged areas – typically areas with a high immigrant population. At the beginning of 1995, it was estimated that 7 % of the total population consisted of members from ethnic minorities. Their share of the population of the three largest cities is currently around 30 % and in Utrecht it is over 20 %. The size of the minority population in the four large cities has doubled between 1986 and 1995.[3]

Discrimination control – this is a government program to combat racism and discrimination, identified as the main cause of unemployment amongst minorities. Each court now has a "discrimination officer"; the program is co-ordinated from the central public prosecution in The Hague.

There are also various programs in co-operation with the responsible institutions to stimulate participation by migrants in sports and to support disadvantaged minority groups such as elderly migrants, or migrants with disabilities. Similar programs also exist in other areas such as public health.

[3] Distribution of migrants in the Netherlands

Absolute

	Turkish	Moroccans	Surinamees	Antilleans	Autochthones
Amsterdam	29.030	42.262	64.219	11.130	433.779
Rotterdam	32.175	21.033	42.989	10.480	395.504
Den Haag	20.563	16.707	36.090	6.029	293.439
Utrecht	8.709	15.725	6.900	2.412	153.098
Towns > 100.000	51.530	25.538	33.436	19.478	1.760.632
Towns < 100.000	99.913	74.289	81.733	43.778	8.956.259
Total	**241.920**	**196.576**	**265.367**	**92.751**	**12.758.203**

Percentage

%	Turkish	Moroccans	Surimanese	Antilleans	Authochthones
Amsterdam	12	21,5	24,2	12	3,4
Rotterdam	13.3	10,7	16,2	11,3	3,1
Den Haag	8.5	8,5	13,6	6,5	2,3
Utrecht	3.6	8	2,6	2,6	1,2
Towns > 100.000	21.3	12,6	12,6	21	13,8
Towns < 100.000	41.3	30,8	30,8	47,2	70,2
Total	**100**	**100**	**100**	**100**	**100**

Source: CBS 1992

Racial Violence

The level of racial violence in Holland has risen alarmingly over recent years. In 1988, there were only 5 racially motivated incidents reported. By 1994, this figure had risen to 1000. As in other European contexts, these figures are likely to be an underestimate due to under-reporting.[4]

The nature of racially motivated incidents varies considerably and includes physical and verbal threats, destruction of property, arson and physical assault.[5]

Employment and Unemployment

In 1994, affirmative action legislation was introduced to combat the legacy of racial discrimination in employment and promote proportional job opportunities on the labour market. Companies and public organisations with more than 35 employees are now required to register the percentage of minorities they employ. They are also required to present a plan on how they intend to achieve an equal representation of minorities on their staff.

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[4] Number of violent incidents with a racial motivation

1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
57	62	37	43	13	5	30	37	40	270	352	1000–1200

Source: De Staat Paraat, Jaap van Donselaar, 1995

These figures refer to incidents that have become known through police and news sources. An opinion poll amongst Turks, Moroccans and Surinam people from 1995 has revealed widespread under-reporting. Of the respondents, 2% claimed to have come in contact with racist violence and 4% claimed to have been racially threatened. Even when we assume that the percentage of racial incidents that go unreported is only 1%, this means an additional 10.000 cases.

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[5] Racially motivated incidents by type

	1992	1993
racist graffiti	81	74
threats	38	104
Bomb scares	40	26
confrontation	8	14
destruction	30	76
arson	35	34
bomb attacks	6	1
several	5	6
assault	27	17
total	**270**	**352**

Source: De Staat Paraat, Jaap van Donselaar, 1995

1-0

So far, few companies have complied, possibly because no sanctions have been levelled against them. Migrants from Turkey, Morocco, Surinam, the Antilles/Aruba and refugees are priority target groups under this law.
In addition to affirmative action, the government promotes employment for minorities by granting various subsidies for education, vocational training and job creation schemes. All municipalities, including welfare departments and employment agencies are required to co-operate by supporting and upholding this legislation. Dutch employees in various institutions are also required to follow courses in intercultural communication and management, in order to be able to deal more sympathetically with migrant clients.

In recent years, the national unemployment rate decreased from 5 to 4 %. Between 1990 and 1995, the percentage of employed people from Surinam, Turkey and Morocco increased by 24%. Of the autochthonous population, 6% found employment.[6] At the same time, unemployment among immigrants has increased to between 18 and 20 %. This is partly explained by the fact that the growth in the size of the immigrant population has been greater than the growth of the labour market. Nevertheless, amongst the various minority groups, unemployment is still 3 to 6 times higher than amongst the general population.

Several measures have been taken to stimulate migrant participation in the labour market and to combat racial discrimination in employment. Quotas were set to create a certain number of jobs for migrants annually. However, the ministries involved did not always meet the targets, and the number of allocated jobs decreased from 15% in 1992 to 12% in 1994.

In absolute terms, more migrants have found employment. However, this increase was not enough to meet the growth in the total migrant population. Initiatives such as the 60,000 jobs plan for migrants, created by the Labour Foundation, are a direct response to the high levels of

[6] Labour population by sex and group based on nationality and country of birth, 1992/1994

	%			absolute x 1000		
	men	women	total	men	women	total
authochthones	57	34	91	3622	2193	5815
Turkish	1	0.3	1.3	51	18	69
Moroccan	0.5	0.1	0.6	32	8	40
Surinamese	1	0.7	1.7	60	45	105
Antilleans/Arubans	0.2	0.2	0.4	13	11	24
Others	3	2	5	215	121	336
Total	**63**	**37.3**	**100**	**3993**	**2396**	**6389**

Source: CBS, Enquete beroepsbevolking

unemployment among minority groups.[7] This plan was supported by 51 Minority Business Advisors (BAMs) working in the various employment bureaux. The results have been positive, and in 1996 the employment bureaux are to receive more funding.

There are also special programs for women, including the setting up of kindergartens. Migrant entrepreneurs can apply for special temporary assistance from the Ministry of Economic Affairs. Their number has doubled since 1986 and there are now up to 26,000 entrepreneurs. There are also a number of business start-up programmes aimed at minorities.

Migrants contribute significantly to the Dutch economy. Currently, a total of 250,000 people from ethnic minorities are in some form of employment, comprising 4.3% of the total workforce. A number of these work in poorly paid jobs. These 250,000 workers help to create additional employment in other linked industries. In addition, there are 16,000 minority entrepreneurs, with 50.000 employees. Finally, the minorities are consumers (11 billion guilders annually), which creates another 70,000 jobs (1.2 % of total employment). The total influence of minorities on employment is 420,000 jobs, 7% of total employment. Without minority participation in the labour market, between 500,000 and 1,000,000 jobs would be lost by the year 2015.

Education and Training

It is general education policy in the Netherlands to offer everybody equality of opportunity. Schools have a responsibility to educate all pupils with equal capacities to an equal level. There are also supplementary policies directed at pupils from ethnic minorities, such as the Specific approach for newcomers. This provides programmes for new arrivals that focus on learning Dutch and orientation into Dutch society.

[7] Registered unemployment by sex, age and group based on nationality and country of birth (1992-1994)

	authochthones		Turkish		Moroccan		Surinamese		Antilleans/Arubans	
15 - 24	9	8	30	32	-	-	-	-	-	-
25 - 44	5	6	31	34	35	-	19	16	23	-
45 - 64	3	6	35	-	-	-	-	-	-	-
total	**5**	**6**	**31**	**32**	**33**	**29**	**18**	**16**	**24**	**24**

Source: CBS, Enquete Beroepsbevolking

In addition, there is a policy of targeting "risk prone pupils" (defined by the level of education of their parents, rather than by ethnic background). In 1994, a special project group was formed with the aim of attuning the Dutch education system to the needs of a multicultural society.

A government agreement with local municipalities, reached in 1994, aims to overcome educational disadvantage via an integrated local approach. This involves ongoing co-operation between schools and other institutions, adapted to their local situation. For example, in 1995 the Education Minister's memorandum promoted OALT (education in community languages). OALT is given outside the regular curriculum and provides for instruction in the mother tongue as a support to learning Dutch.

Other measures designed to improve the quality of education include increasing the number of teachers in classrooms with a large proportion of minority children. Special programmes have also been developed for very young children (0-2, 2-4, and 4-6 years) designed to prepare mothers and their children for education. A programme of intercultural education commenced on 1 September 1994, and as part of the terms of the emancipation policy, the four major Dutch cities recently began a Pilot-project to improve participation by Turkish and Moroccan girls in secondary education. The components are study and career counselling; social-emotional counselling; parental contact and improving pupil follow-up.

The needs of minority adult learners are highlighted in the results of the most recent survey, which reveals that a large percentage have received little or no secondary, pre-vocational or higher education.[8] Recent education and vocational training legislation (1995-1999) provides the legal framework for a large number of initiatives designed to have a positive effect on the position of migrants in secondary vocational training. Since 1st August 1995, a government regulation requires regional centres for vocational training and adult education (ROCs) to cater for specific target groups. It provides resources based on a plan in which specific objectives have been formulated to meet the needs of migrants. Various measures have also been taken to stimulate the participation of migrant children in secondary vocational education.

[8] Level of education realised by those not following a daytime course, according to ethnic group and sex

%	Turkish		Moroccan		Surina-mese		Antilleans		Authochtones	
15 – 24	9	8	30	32	–	–	–	–	–	–
(no) primary education	63	75	80	84	34	39	24	28	19	26
pre vocational / junior secundary educ.	22	16	12	9	37	31	33	37	30	29
secundary educ./ Pre-university	12	7	6	5	20	19	21	18	21	21
university / senior vocational	3	2	2	2	9	11	22	17	30	24
Total	**100**	**100**	**100**	**100**	**100**	**100**	**100**	**100**	**100**	**100**

Source: SPVA-94, ISEO/EUR.

Useful Addresses:

BVC,
1018 BN Amsterdam,
Tel: 020 63 83 563
[Foreign Women's Centre]

CBA,
Postbus 437, 2290 AK Rijswijk
[national bureau for employment]

COA
Postbus 3002
2280 ME RIJSWIJK
(Central reception of asylum-seekers)

DCB/ DVMA,
Postbus 5406, 2280 HK Rijswijk
[minority welfare]

DCM
Ministry of Internal Affairs
Schedeldoekshaven 200
2511 EZ DEN HAAG
(national co-ordination of miniority policy)

FORUM
Postbus 201
3500 AE UTRECHT
(National organisation for minority self organisations)

IOM
Postbus 10796
2501 HT DEN HAAG
(International Organisation for Migration)

LAO c/o Ministry of Internal Affairs
Schedeldoekshaven 200
2511 EZ DEN HAAG
(National participation council)

LBR
Postbus 517
3500 AM UTRECHT
(National bureau for combating racism)

NMI
Catharijnesingel 50
3511 GC UTRECHT
(Dutch migration institute)

Stichting VON
Merelstraat 2-bis
3514 CN UTRECHT — *(Federation of refugee organisations)*

STOA,
Postbus 1234,
3500 BE Utrecht — *[media and broadcasting organisation for minorities]*

There are a number of ethnic minority 'self-organisations' in the Netherlands.

A comprehensive list of these and other organisations relevant to those who work with or for migrants, refugees and other ethnic minorities in Holland can be found in:

Jaarboek Minderheden 1996
H.M.A.G. Smeets, E.P Martens en J. Veenman. Bohn Stafleu Vam Loghum, Houten/Zaventem, 1996. ISBN 90 313 2046 3

Related Reading:

Understanding Everyday Racism
Philomena Essed, Sage Publications, 1991

Diversity: Gender, Color & Culture
Philomena Essed, Univ. of Massachusetts Press

Allochtonen in Nederland, 1996
Centraal Bureau voor de Statistiek

Communicatie met etnische minderheden. Een praktische informatiegids
Bohn Stafleu Van Loghum, Houten/Diegem 1996. ISBN 90 313 2109 5

Van Oost naar West: Racisme als mondiaal verschijnsel.
D. Van Arkel, e.a.. AMBO/NOVIB, 1990. ISBN 90 2631 03 4x

Het beeld van Nederland.
W. Willems en A. Cottaar. AMBO/NOVIB 1989. ISBN 90 2630 985 6

Grensgangers. Leven tussen twee culturen.
A. Beich en G. Van der Wal. AMBO/NOVIB 1990. ISBN 90 2631 085 4

Fout na de oorlog: Fascistische en racistische organisaties in Nederland 1950-1990
J. Van Donselaar, Bert Bakker 1992, ISBN 90 351 1056 0

De staat paraat? De bestrijding van extreem rechts in West-Europa.
J. Van Donselaar. Babylon -De Geus 1995. ISBN 90 6222 304 4

Macht, Mobilisatie en Moskee. De diversiteit van de Islam.
Th. Sunier en A.J. Termeulen. AMBO/NOVIB 1991, ISBN 90 263 1165 6

Over de grenzenvan culturen; voorbij universalisme en relativisme.
H. Procee. BOOM 1991. ISBN 90 6009 272 4

Etnische minderheden in Nederland.
H.B. Entzinger en P.J.J. Stijnen (red.). BOOM 1990. ISBN 90 6009 921 4

Minorisering: de sociale constructie van 'etnische minderheden'.
J. Rath. Sua 1991. ISBN 90 6222 223 4

Minderheden, hulpverlening en gezondheidszorg.
W.A.R. Shadid en P.S. van Koningsveld. Van Gorcum 1983. ISBN 90 223 1944 9

Moslims in Nederland.
W.A.R. Shadid en P.S. van Koningsveld. Samsom Stafleu 1990,. ISBN 90 14 03476 7

De mythe van het Islamitisch gevaar.
W.A.R. Shadid en P.S. van Koningsveld. Kok 1993. ISBN 90 242 7431 1

MIGRANTS AND ETHNIC MINORITIES IN SPAIN

Introduction

The Spanish State is a multicultural, multilingual nation whose socio-economic development has differed fundamentally from that of Central and Northern European countries. Since joining the European Union (EU), Spanish political interests have looked increasingly towards its European partners, especially in the context of the process of convergence laid down in the Maastricht Agreement.

However, some aspects of the social situation in Spain remain significantly different from the rest of Europe, both quantitatively and qualitatively, and this is particularly evident in the area of migration. Alongside Portugal, Spain has the lowest proportion of migrants in the EU. There is a small but significant population of officially registered foreigners, over 58% of whom come from other EU countries. There are also migrants (both registered and unregistered) from Spain's former colonies in Morocco, the Philippines and South and Central America.

Spain's travelling community, estimated at around 500,000, is the largest visible ethnic minority group and is largely of Spanish stock. They have a long history of discrimination, and their situation has worsened as a result of the country's relatively recent experience of rapid industrialisation and urban transformation.

According to figures from the Interministerial Commission for Foreigners' Affairs, there were 499,773 foreigners living in Spain in December1995, compared with 1,174,102 Spanish citizens living abroad.[1] The proportion of foreigners of non-EU origin is only 0.5% (205,047), while for every non-EU foreigner living in Spain, there are 5.7 Spanish citizens living abroad. Nevertheless, the number of foreign residents has more than doubled over the past fifteen years and Spain has been transformed from a country of largescale emigration into a country of immigration.

In 1994, population growth was only 0.75%. In April 1997, the Spanish Government suggested that an annual contingent of 100,000 foreign workers would be necessary in order to attain a relationship of 3 to 1 (three contributors for every pensioner) if the current pension system was to be maintained.

The abolition of internal European borders has led to a significant reduction in the number of migrants. Over half the foreign population living in Spain currently comes from EU countries, while the overall rise in the number of foreigners in Spain remains modest. When the travelling community is included, the number of visible minorities in Spain could be as high as 2%.

As a result of economic pressures caused by the EU's common economic policies, the State's policy on migration has become stricter over recent years. At the same time, EU social policy

[1] To date, there is no reliable data on the number and status of immigrants in Spain, and the data used by government agencies differs significantly from that produced by non-governmental organizations. Consequently, there is no agreement on the overall number of immigrants living in Spain, and existing data refers only to official government figures.

promotes social integration, the development of anti-discriminatory laws and action against racism and xenophobia.

Post-war Immigration

The greatest movement of migrants of modern times both into and within Europe was associated with the Second World War. During the 1950s and '60s, a far-reaching process of reconstruction and industrialization took place, especially in the Northwest of Europe. At this time, Europe divided into a labour importing area (Federal Republic of Germany, France, Belgium, UK, Switzerland, Holland and Austria) and a labour exporting area (Spain, Portugal, Italy, Greece and Yugoslavia).

As a result of this division, there was large scale emigration from countries in Southern and Central Europe to those in the Northwest. Between 1955 and 1974 there were 3.8 million immigrants into Northwestern Europe from Italy, 2 million from Spain, 1 million from Portugal, 1 million from Yugoslavia, almost 2 million from Turkey, 750,000 from Greece and 1.5 million from the Maghreb.

The end of the Spanish dictatorship and a sharp decline in the birth rate resulted in some important domestic changes both in economic and social affairs and in education. The opening of the labour market to women, which took only a few years to achieve, was a major factor in the reshaping of socio-economic structures and contributed to a rapid decline in the birth rate. As a result of these changes, migratory trends gradually shifted, and from the 1980s, Spain, which had once been a labour-exporting country increasingly assumed the role of a labour-importing country.

A furious debate broke out over the steady increase in the number of immigrants, whose legal status was unclear. The long tradition of emigration and the fight by governments and trade unions for the rights of Spanish workers abroad was quickly forgotten as soon as there were calls for solidarity with immigrant workers.

In this context, the Rights and Freedoms of Foreign Citizens in Spain Act was heavily criticised by some sections of the population, and an appeal to the Constitutional Court was successfully upheld. Under the influence of other EU countries' migration policies and in accordance with the Schengen Agreement, Spain and other Southern European countries are today among the most significant monitors of migratory flows from Africa. In some cases this has had a regressive effect on the treaties of friendship that previously applied.
In line with government and EU policy, a proposal has recently been accepted by parliament summarising without force of law the main points on which Spanish immigration policy should be based. These include:

- stronger control of entry (visas) on the southern frontier
- combating of illegal employment
- a policy of encouraging social integration
- strengthening of police operations
- more effective co-ordination and administrative centralisation
- convergence between laws governing "refuge and asylum0and faster processing of such cases
- a common framework for EU migration policy through common institutions and the Schengen Group.

Legal and Socio-Economic Status

It is not easy to give an exact picture of the legal and socio-economic status of ethnic minorities in Spain, especially as the main migratory movements have occurred in the 1990s. To date, there are no thorough analyses or reliable data and the statistics used by government agencies differ significantly from those produced by non-governmental organisations. Consequently, there is no agreement on the number of immigrants living in Spain, and existing data refers only to official government figures. However, the fact that there are a large number of unregistered or 'illegal' immigrants suggests that the true number of immigrants in Spain is far higher than is suggested in these official figures.

The largest proportion of immigrants is located on the Mediterranean coast and in Barcelona and Madrid, the two largest conurbations in the country. There are therefore some areas of the country where the percentage of immigrants stands at 3%, similar to that in other European countries such as Belgium and Holland, while this figure is only 0.01% in areas of the interior. Typical problems associated with migration such as accommodation, employment, education and social integration are thus restricted to specific areas.

The fact that almost 75% of the foreigners living in Spain are either from Europe or from Spanish-speaking countries in Latin America has had positive effects on the process of social integration – for the former because of a common cultural background, and for the latter because of the common language. The increase in the number of immigrants of African origin, however reveals an urgent need to give more attention to their social and economic needs.

The most important social demands placed by the immigrant community on social institutions concern schooling for their children, legal advice, health services, accommodation and help in the area of nutrition. The most important needs identified by agencies at the various points of initial contact cover information, language learning, school support, vocational training, health care and health education. Because of widespread fears of dealing with government authorities and the pressure on immigrants to register, legal advice and aid are required for almost all problems such as reuniting families, juridical matters and the guaranteeing of immigrants' rights.

In tandem with a clear policy of exclusion (Foreigners Act, immigration regulations, visa requirements, etc.), socio-economic programmes are now being devised in an effort to address these needs. The Plan for the Social Integration of Immigrants (1994) is perhaps the most ambitious action which the Spanish government (under a Socialist leadership) has taken to date and includes an action project, the main aims of which are:

- abolition of all forms of unjustified discrimination, both in the conduct of rights and obligations and in access to services
- efforts to enable people to live together on the basis of democratic values and tolerance
- assurance of a stable legal and social situation
- removal of barriers hampering integration
- combating of exploitation
- mobilisation of society against xenophobia and racism.

In order to make it easier to achieve these aims, the government has established the Permanent Immigration Monitoring Office, the main task of which is to gather information; and the Forum for the Integration of Immigrants, to promote co-operation and dialogue between the relevant institutions.

The 26 action proposals contained in the Plan for the Social Integration of Immigrants concern social matters, aspects of employment law and educational and cultural issues. They also cover topics relating to minority participation in society. Although the implementation of the plan was to be monitored one year after its adoption in 1995, the results of this assessment have not yet been published. They have been laid before the Government but not before Parliament.

Refugees and Asylum Seekers

In 1997, Amnesty International reported that the number of people seeking protection from infringements of human rights has almost doubled over the past ten years to over 15 million. However, the number of refugees and asylum-seekers in Spain (0.02% of the total population) is not accorded any significance in government statistics and suggests a degree of official complacency.

The right to asylum and refugee status, first governed by Spanish law 5/84, has been both expanded and amended by Royal Decree over the past ten years. Spain also contributed to the United Nations Geneva Convention on the Status of Refugees (1951) and the New York Protocol (1967). Although many Spaniards felt obliged to seek asylum or refugee status in other countries under the dictatorship of General Franco which ended in 1974, Spain has now become a receiving and transit country for migrants and asylum-seekers seeking to enter the European Community.

Employment and Unemployment

Ethnic minorities are employed in all sectors of the Spanish economy. The majority work in domestic service, in which a fifth of immigrants – and as many as 75% of immigrant women, primarily from the Philippines and the Dominican Republic – are employed. Eighteen per cent of immigrants work in the service and retail sector, and including street sellers (predominantly Senegalese), bazaars (predominantly Indians) and craft workers (predominantly Latin Americans). A further 16% work in construction, especially Moroccan men; 14% are employed in agriculture (Algerians, Moroccans, Gambians, Senegalese and others); and 12% work in hotels and restaurants (Chinese). A variety of occupations are pursued by the remaining 20%.

Racial Violence

The rise in the number of cases of racially motivated violence in recent years is directly linked to the advance and unification of extreme right-wing parties. Since 1993 there has been a visible tendency by the far-right to exploit dissatisfaction with the existing system, adopting a policy against emigration abroad, undermining of the legitimacy of democratic institutions and encouraging racism and xenophobia. Their policies have much in common with the policies pursued by Le Pen in France and Fini in Italy.

Associations such as SOS Racismo and Acoge insist that the number of racist attacks is far higher than official statistics suggest. In many instances, cases go no further than statements by witnesses. Unless they actually belong to groups of skinheads, the perpetrators have some support from the society and their attacks are not punished with the requisite determination and severity.

Education and Training

Government measures in the field of education and training for foreign adult non-EU immigrants are restricted to the integration of legal immigrants into traditional training programmes, with no regard for the need to address the educational and vocational needs of minority groups. Most education and training programmes for adults go hand in hand with social initiatives developed by non-governmental organisations, offering Spanish language courses, social and vocational skills.

The Spanish legal system lays down a range of constitutional norms and educational principles and goals for the integration of foreign pupils into the general education system. These are intended to serve as guidelines for those public institutions that exercise a direct influence on the integration of persons from other cultures into Spanish society.

According to the Annual Report of the State Education Department, since 1995 there has been a sharp rise in the number of foreign boys and girls enrolled in public or semi-public educational establishments. These pupils are mainly from immigrant, asylum-seeking and refugee families. Foreign pupils in schools represent in total over 100 nationalities. The largest numbers are from Latin America, Morocco, China, Southeast Asia, Portugal and other Portuguese-speaking countries, Eastern Europe and Central Africa.

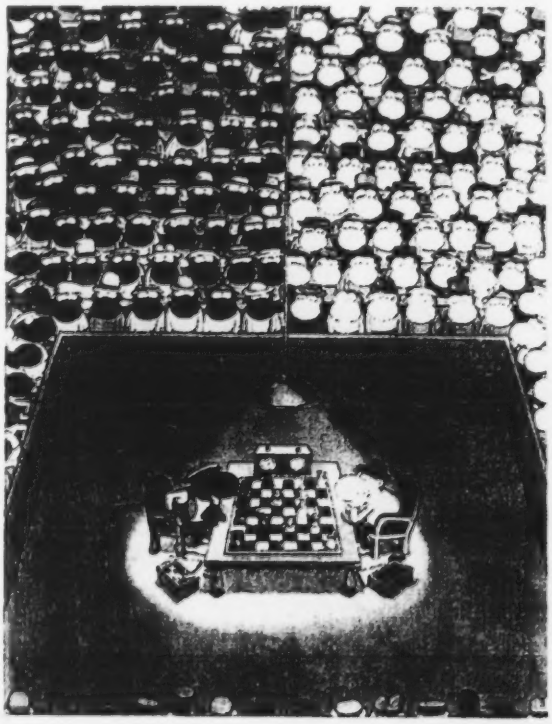
In order to ensure that all immigrant children have access to school education regardless of the legal situation of their families, the ruling of 3 May 1995 on Admission of Foreign Pupils to Educational Establishments Supported by Public Funds lays down that no documentation certifying legal residence in Spanish territory is required for the admission of immigrant children into schools.

Through the Programme of Compensatory Education, attention to the needs of migrants and ethnic minorities in education is based on a policy of equal opportunities and the preservation of cultural values, fostered largely through projects designed to encourage the integration of ethnic and cultural minorities. The implementation of this programme also covers staffing and the allocation of resources for all educational establishments dealing with members of minority groups. It is acknowledged that some pupils from minority groups may find it particularly difficult to reach their intended learning goals because of difficulties arising from a lack of knowledge of the medium of instruction, gaps in previous schooling, inadequate schooling or, in many cases, no previous schooling at all.

TALLER INTERCULTURAL DE 8 A 10

Invitamos a los compañeros de CODEF a un coloquio que hemos preparado con el tema:

ENCUENTRO CON LA CULTURA GITANA



Participarán con nosotros la Asociación gitana y la Plataforma de Jóvenes Gitanos. Será el miércoles 17 de mayo a las 8 de la tarde en Codef.

¡Os esperamos!

photo courtesy of Federación de Asociaciones de Educación de personas Adultas (FAEA), Zaragoza/Spain

SECTION THREE

ADULT EDUCATION IN EUROPE

photo courtesy of The National Organisation for Adult Learning (NIACE), Leicester/Britain

SECTION THREE

ADULT EDUCATION IN EUROPE:

A HISTORICAL AND CONTEXTUAL OVERVIEW

Introduction

During the past five years the European Association for the Education of Adults (EAEA), which brings together over 140 adult education organisations from 24 European countries, has been attempting with growing success to influence the educational policies of the European Union. One of its goals was to highlight the importance of organising adult education in a way that addresses the European-wide problem of racism and xenophobia and urges adult learning institutions to actively promote the equality of all citizens.

Changing social and economic conditions in the EU's member states have inevitably resulted in shifts in educational policy. Since the passing of the Maastricht Treaty, new measures and Social Action programmes have been implemented which, due to pressure from non-governmental organisations and adult education providers, have slowly if reluctantly begun to see the relevance of approaching adult education as an holistic concept.

In October 1995, the European Council and European Parliament declared 1996 the European Year of Lifelong Learning. Although the means and funds that were made available for activities in this framework[1] were not adequate to fill the growing gaps in public funding of general and vocational adult training, it was nevertheless seen as a significant political move. It encouraged member states to take adult education more seriously, particularly in the context of the social and economic problems they are currently facing, and stressed the need for more investment in adult learning, if Europe is to strengthen its fragile social arrangements for maintaining peace and democracy.

In spite of widespread criticism of its budgetary decisions in relation to Adult Education, the Commission's pursuit of a more active adult education policy points to a growing awareness in Brussels of the urgent need for social development throughout the European Union – and the critical role each country's investment in adult learning can play in this process. This urgency is perhaps most evident in relation to the staggering increase in unemployment, which is currently standing at 19 million in the 15 member states.

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[1] Unfortunately Adult Education has not featured very prominently in the EU's Social Action Programmes like SOCRATES, LEONARDO and YOUTH FOR EUROPE, despite lengthy and difficult negotiations in 1994–95. The SOCRATES programme, for example, which has a total budget of 820 million ECU to spend between 1995 and 1999, has earmarked only 20 million ECU for Adult Education.

Alongside these economic problems, European social policies such as the Social Charter also aim to tackle social conflict. It is recognised that economic phenomena have resulted in a growing social polarisation that jeopardises peaceful co-existence within and between the member states. This polarisation is characterised by a tendency to blame internal problems on foreigners, migrants, blacks, refugees, asylum-seekers and others who 'come from elsewhere'.

Consequently, notions of improving equality of opportunity and combating social exclusion are becoming common parlance in EU-sponsored meetings.
However, it is likely to be some time before this language is commonly understood. In the face of growing levels of xenophobia, discrimination and intolerance across Europe, adult education has a vital role to play in promoting this language alongside principles of peaceful co-existence and mutual tolerance, fighting racism, and conserving and promoting democratic ideals.

The need to find common solutions to these common problems is expressed in the EU's declaration of 1997 as the European year against Racism and Xenophobia. As the EAEA has pointed out, it is a need that must also be embedded in the endeavours of European adult educators to create a learning society characterised by:

- fostering active, participatory citizenship in the context of a democratic Europe
- tackling social exclusion and structural discrimination against specific sectors and groups in the context of a multi-cultural Europe
- the achievement of sustainable growth and the repair of the environment
- the creation of a highly skilled workforce in the context of dynamic change and the impact of new technologies
- tackling unemployment by providing alternatives to full-time paid work and creating new models of employment
- fostering cultural identity
- promoting a democratic Europe in the context of its developing relationships with the rest of the world

Underscoring the EAEA's vision of a learning society is the need to find ways of increasing participation in adult learning. This can only be achieved by identifying the groups that are presently excluded or marginalised due to class, employment status, gender, ethnicity, religious background, age, rurality or disability; the specific barriers they face; and the practical measures that will be needed to overcome them.

This 'democratisation' of adult learning can only be achieved if there is a commitment on the part of all member states to exploit their own (multi-) cultural strengths, while at the same time strengthening and resourcing the local and regional structures that promote and deliver adult learning. The aim should be to secure a European-wide adult education infrastructure that will:

- be rooted in a democratic practice
- promote active participation and cultural understanding
- identify and analyse the specific needs of individual communities, in dialogue with those communities and learners
- promote strategies for meeting identified needs, widening participation and strengthening cultural development
- promote systems of guidance and support for all learners
- seek to link the different stages and integrate informal and formal ways of learning with the aim of achieving lifelong learning.

The following sections will explore how governments and adult educators in the participating European countries – Belgium, Britain, France, Germany, Holland and Spain – have responded to these challenges in recent decades. It will do this by exploring the history and current organisation of each country's adult education provision; clarifying the policies and principles that have determined how and to whom it is delivered; and focusing on some of the key issues that inform the level and nature of participation by adult learners from ethnic minority communities.

ADULT EDUCATION IN BELGIUM

History and Organisation [1]

In order to understand the way Adult Education provision is organised and administered in Belgium, it is necessary to have an overview of the way regional and local government is structured. The Belgian state underwent four major reforms in 1970, 1980, 1988 and 1993 each of which contributed to a gradual transfer of power and finance from the central state to the communities and regions in domains such as culture, education, economy, public health, welfare, labour and infrastructure.

Today the country is comprised of three regions – Flanders, Wallonia and Brussels; and three linguistic communities – the Dutch-speaking community (Flanders & Brussels); the French-speaking community (Wallonia & Brussels); and the German-speaking community (the Eastern municipalities or Cantons of Belgium).

These regions and communities have considerable legislative powers. Flanders has a single Flemish parliament for both regional and linguistic community matters, based in Brussels. For the French-speaking community, two different structures were established. Wallonia has its own parliament located in Namur that deals with regional matters, while community matters are dealt with in a separate Council based in Brussels. The German-speaking community has its own Council located in Eupen. Finally, Brussels has its own bilingual parliament.

Since 1989, all educational matters have been transferred to the jurisdiction of the three communities. The Flemish, French and German councils have legislative powers over educational matters in their own communities although they cannot be in contradiction to national laws. In general, educational policy in the different communities is the same. There is however a significant difference on the legal level. The French Community opted for a global decree on 'Education Permanente des Adultes' and a decree on continuous vocational training. However, the Flemish Community legally recognised each of the existing structures and associations separately, with the result that an unruly growth of structures supporting adult education and training has arisen.

A comparison of non-formal education in Belgium with that in other European countries shows that the greatest difference lies in the socio-cultural organisations. No other European country has such an extensive provision coupled with such a high demand as in Belgium.

Adult education in Belgium currently consists of three pillars: formal adult education, socio-cultural education (non-formal adult education) and vocational training. Adult education refers to that part of the system that appears to have a "formal" element. Such provision and tuition must take place in a recognised educational establishment, and/or have a set syllabus, and/or

[1] Source : Bosselaers Lucien, VCVO

have clearly defined learning targets, and/or lead to an examination and possibly the award of a certificate or qualification.

There are regulations governing basic adult education, distance learning, educational restart courses (second chance education) and education for social integration (advancement). Formal school education is organised by the respective Ministers of Education. Non-formal adult education includes a variety of initiatives to promote learning processes for awareness raising and the development and realisation of individual skills and citizenship.

Vocational training refers to education that is systematically and intentionally imparted to (future) job-takers in order to acquire knowledge, skills and attitudes with a view to becoming proficient in one or another well-defined job; and to employees wishing to continue to develop once in that job or to adapt themselves to changing circumstances in the work environment.

Today, socio-cultural education describes adult educational work that is organised outside the State educational system, free of any orientation towards obtaining recognised qualifications or certificates. It supports those educational processes whereby the person reaches a better understanding of themselves and their situation and a more critical evaluation thereof, as well as learning to deal more consciously with their individuals options.

Socio-cultural activities for adults comprise a broad spectrum of cultural, leisure, educational and community-orientated activities intended to enhance personal development, social change or both with an emphasis on increasing welfare. It forms part of the concept of continuing education, and includes increasing access to the arts; skills-oriented adult education aimed at encouraging greater understanding and skills; and socio-cultural education, aimed at raising awareness of the role of the individual in relation to society.

This is carried out through three types of organisations – associations, institutions and services – and through the provision of services by local libraries and cultural centres. Since the seventies the field has become more professional thanks to the government grants policy. Individual initiatives, in partnership with the voluntary sector, constitute an important part of this field.

The government has made a wide variety of facilities available, including an efficient administrative structure, adequate grants, infrastructure, materials and equipment, and facilities for professional back-up.
The grants system is one of the main props on which the government relies for carrying out its policy. Grants may be split into staff and operational allowances.

Another feature of government policy is the cultural infrastructure that has been made available, including cultural centres and public libraries. The government also helps organise the participation and involvement of the population in social and cultural policy through its advisory bodies.

Participation by non-Dutch speakers in Flanders

A range of training is available to adults, including education for social advancement, better known under the title "evening courses or postponed teaching". This provides more practical training, usually lasting several years and leading to the award of recognised certificates. Education for social advancement is divided into two branches: secondary and higher education. The secondary level mainly provides language courses. Of 100,000 students enrolled in the school year 1994-95, 55,000 were taking one or more language courses. At the higher level, education for social advancement (ESA) largely arranges undergraduate courses for adults. Ten thousand students were enrolled, mostly Belgians. [2]

Basic Education Centres (Centra voor Basiseducatie) set out to educate under-qualified adults who have gone no further than primary education or lower secondary vocational education. These 29 centres arrange educational activities that aim to improve basic linguistic and mathematical skills, widening social perspectives and encouraging participants' social integration. In concrete terms, they mainly provide literacy courses for Dutch and non-Dutch speakers.

Europeans mainly attend education for social advancement. Other immigrants, on the other hand, are more numerous within basic education. It should be noted that it is especially Turks (27%) who take these courses, in contrast to what happens in ordinary education, where Moroccans form the majority of the foreign population. The high number of non-Dutch speaking students shows that there is a real need for education and training for foreigners with low levels of skills.

Both types of education also arrange Dutch courses for non-Dutch speakers. In the Basic Education Centres, 5,958 people took a "Dutch as a Second Language" course in the school year 1994–95. In the education for social advancement courses, the teaching of Dutch is structured in the same way as in other language courses.

[2] Students in education for social advancement in 1994–95, by nationality

	ESA – secondary		ESA – higher		Total ESA		Literacy	
	N	%	N	%	N	%	N	%
Total	100,702	100	9,953	100	110,655	100	12,842	100
Belgians	89,351	88.7	9,707	97.5	99,058	89.5	6,408	49.9
Foreigners	11,351	11.3	246	2.5	11,597	10.5	6,434	50.1
Europe	6,755	59	1,462	59.3	6,901	59.6	1,130	17.6
Turkey	855	7.5	31	12.6	886	7.6	1,747	27.1
Morocco	715	6.3	35	14.2	750	6.5	1,079	16.8
Other Africa	623	5.5	9	3.7	632	4.5	1,284	20.0
Other	2,403	21.2	25	10.2	2,428	20.9	1,194	18.5

Source: Statistisch Jaarboek van het Vlaams Onderwijs, Schooljaar 1994–95

The complete cycle is divided into three levels, each of which lasts one year: the elementary level had 4,096 students, the second level ("Practical Knowledge") was being taken by 1,315 students, and 125 people were taking the highest level of the Dutch course.

Among immigrant organisations, the last 50 years have witnessed the development in Belgium of an extensive range of voluntary activity by immigrants that is unequalled in its scope. The fact that Belgian society is now multicultural is increasingly accepted by a large section of public opinion and by the government. Attempts are therefore being made to respond positively to the consequences.

The immigrant voluntary sector is made up of a large number of organisations working in a variety of fields. Many are socio-cultural associations, others sporting and leisure organisations or associations providing help and support to members of their communities. These associations aspire to greater participation by the immigrant community in Belgian society.

On 19 April 1995 – a historic date for the immigrant voluntary sector – the Vlaamse Rad (the Flemish parliament) decided that immigrant associations, officially called "autonomous associations", should be covered by the general decree governing voluntary associations. Chapter 4 of the section on "socio-cultural associations" deals with the recognition and subsidising of immigrant organisations.

Having made written application to the social and cultural work department of the "Volksontwikkeling en Bibliotheken" (adult education and libraries) department, the federations of immigrant organisations achieved recognition as an association at the Flemish regional level. Thanks to this recognition, the regional associations have the right to receive grants for operational activities and staffing.

Since it was established in March 1993, the Intercultureel Centrum voor Migranten has been invited by the authorities to fulfil three tasks: to support immigrant associations; to support non-Dutch speaking artists; and to support intercultural projects. The Centre is also responsible for drawing up as complete a list as possible of all initiatives launched by immigrants. This is in order to offer them a guide to opportunities for subsidies and regulations, and to help them to prepare their dossiers and to assist their organisational development.

The Intercultureel Centrum voor Migranten trains the managers of autonomous immigrant organizations and their federations. Training covers both organizational aspects and the work done. The training of managers targets the permanent senior staff of the federations, who in turn train the heads of the sections that belong to them. The heads of non-affiliated organizations may also take part in this training.

USEFUL ADDRESSES

INTERCULTUREEL CENTRUM VOOR MIGRANTEN vzw
Gallaitstraat 78, B-1030 Brussel, Belgium
tel. +32-2/245.88.30 fax +32-2/245.58.32
Contact: Angelo De Simone and Abdelmalek El Honari

V.C.I.M. – Vlaams Centrum voor Integratie van Migranten
Gaucheretstraat 164, B-1030 Brussel, Belgium
tel. +32-2/201.03.00 fax +32-2/201.03.39
Contact: Ali Salmi

V.C.V.O. – Vlaams Centrum voor Volksontwikkeling
Flemish Centre for Adult Education
Gallaitstraat 86, B-1030 Brussel, Belgium
tel. +32-2/215.27.08 fax +32-2/215.80.75
Contact: Iris Van Riet

CENTRE POUR L'EGALITE DES CHANCES ET LA LUTTE CONTRE LE RACISME
155, rue de la Loi, B-1040 Bruxelles, Belgium
tel. +32-2/233.06.11
contact: Houssein Boukhriss

C.B.A.I. – Centre Bruxellois d'Action Interculturelle
Stallingradlaan 24, B-1000 Brussel, Belgium
tel.+32-2/513 96 02
Contact: Hamel Puissant

A.B.V.V. – vzw Welkom
Hoogstraat 42, B-1000 Brussel, Belgium
tel. +32-2/089.01.60 fax +32-2/289.01.89
Contact: Nadia Guerti

A.C.V.
Wetstraat 121, B-1040 Brussel, Belgium
tel. +32-2/237.31.11 fax +32-2/237.33.00
Contact: Franco De Gregorio

B.V.V.O. – Bond van Vormings-en Ontwikkelingsorganisatie
Vooruitgangsstraat 333 bus 8, B-1030 Brussel, Belgium
tel. +32-2/201.03.06 fax +32-2/201.03.51
Contact: Bea Elskens

CASA-BIJSCHOLING
Brusselstraat 17, B-2018 Antwerpen, Belgium
tel. +32-3/237.52.55
Contact: Lieve Lecluyse, Kris Claeys

C.A.V. – CENTRUM VOOR AMATEURKUNSTEN
Centre for Amateur Arts
Veeweydestraat 24-26, B-1070 Brussel, Belgium
tel. +32-2/520.03.44 fax +32-2/520.78.62 Email cccva@ecna.org
Contact: Eddy Frans

C.E.M.E.A.
103 Bte 2, Rue de Linthout, B-1200 Bruxelles, Belgium
tel. +32-2/735.78.82

CEMUVO – Centrum voor Mundiale Vorming
Center for Intercultural Education
Stationstraat 135, B-3570 Alken, Belgium
tel. +32-11/31.32.11 fax +32-11/59.33.86
Contact: Bart Telen

CENTRAVOC
Wetstraat 121, B-1040 Brussel, Belgium
tel. +32-2/237.31.11 fax +32-2/237.33.00
Contact: Jules Albrechts

CENTRUM VOOR ANDRAGOGISCH ONDERZOEK
Centre for Andragogic Research
Liedtsstraat 27-29, B-1030 Brussel, Belgium
tel +32-2/240.95.17 fax +32-2/242.26.10
Contact: Huib Hinnekint, Directeur

CENTRE SOCIO-CULTUREL DES IMMIGRES DE NAMUR
2, rue Doc. Haibe, B-5002 St.-Servais, Belgium
tel. +32-81/73.71.76
contact: Ahmed Akim

C.S.C.
121, rue de la Loi, B-1040 Bruxelles, Belgium
tel. +32-2/237.31.11
contact: Edwin Loof

C.S.C. – Vormingswerk
Keizerslaan 13, B-1000 Brussel, Belgium
tel. +32-2/512.15.20 fax +32-2/548.34.78
Contact: Patrick Leunens

DE VOLKSHOGESCHOOL
Baliestraat 58, B-8000 Brugge, Belgium
tel. +32-50/33.01.12 fax +32-50/33.01.12
Contact: Karl Duc

DIALOOG-Vormingswerk
Blijde Inkomststraat 109, B-3000 Leuven, Belgium
tel. +32-16/23.26.49 fax +32-16/22.87.94

ELCKER-IK provincie Antwerpen vzw
Breughelstraat 31-33, B-2018 Antwerpen, Belgium
tel. +32-3/218.65.60 fax +32-3/281.02.45
Contact: Johan De Vriendt

FEDERATIE TWEEDEKANSONDERWIJS VLAANDEREN
Hanswijkstraat 74, B-2800 Mechelen, Belgium
tel. +32-15/43.22.02

F.G.T.B.
10, rue de Tournai, B-1000 Bruxelles, Belgium
tel. +32-2/519.72.19

F.V.K. – Federatie van Vlaamse Kringen – Rodenbachfonds
Bennesteeg 4, B-9000 Gent, Belgium
tel. +32-9/223.77.42 fax +32-9/223.71.87
Contact: Frank Seberechts

HOGE RAAD VOOR VOLKSONTWIKKELING
Markiesstraat 1, B-1000 Brussel, Belgium

HUMANISTISCH VRIJZINNIG VORMINGSWERK vzw
Lange Leemstraat 57, B-2018 Antwerpen, Belgium
tel. +32-3/233.70.32 fax +32-3/233.55.13,
Email HUMAN@glo.be
Contact: Luc Desmedt, Karin Vermeulen

INTERAKTIE AKADEMIE vzw
Van Schoonbekestraat 33, B-2018 Antwerpen, Belgium
tel. +32-3/237.01.52
Contact: An Custers

I.S.C.O.
103, rue de la Loi, B-1000 Bruxelles, Belgium
tel. +32-2/237.31.11

I.T.E.C.O. – Vormingscentrum voor Ontwikkelingssamenwerking
en Interculturele Training en Vorming
Vlasfabriekstraat 11, B-1060 Brussel, Belgium
tel. +32-2/539.34.23 fax +32-2/539.13.43
Contact: Luc Vande Walle

I.T.E.C.O.
31, rue du Boulet, B-1000 Bruxelles, Belgium
tel. +32-2/511.48.70
contact: Michel Elias

KAREL DE GROTE HOGESCHOOL, DEP. SOCIAAL-AGOGISCH WERK
Brusselstraat 17, B-2018 Antwerpen, Belgium
tel. +32-3/237.52.55

K.A.V.
Poststraat 111, B-1030 Brussel, Belgium
tel. +32-2/220.30.11 fax +32-2/220.30.81

K.M.S. – Kerkwerk Multicultureel Samenleven
Huidevettersstraat 165, B-1000 Brussel, Belgium
tel. +32-2/502.11.28 fax +32-2/502.81.01

KOERDISCH INSTITUUT
Bonneelstraat 16, B-1210 Brussel, Belgium
tel.+32-2/230.34.02 fax +32-2/231.00.97
Contact: Derwich Ferro

LIGUE DE L'ENSEIGNEMENT
29, place Rouppe, B-1000 Bruxelles, Belgium
tel. +32-2/512.01.28
contact: Bernard Horenbeek

MASEREELFONDS – nationaal sekretariaat
Kazernestraat 33, B-1000 Brussel, Belgium
tel. +32-2/502.38.80 fax +32-2/514.34.23

PAX CHRISTI – VLAANDEREN, Vredecentrum
Italiëlei 98a, B-2000 Antwerpen, Belgium
tel. +32-3/225.10.00 fax +32-3/225.07.99
E-mail paxchrvl@ngonet.be;
Website: www.paxchrvl.ngonet
Contact: Daniel Van Dael

RESONANCES
9, rue Soeur de Hasques, B-4000 Liége, Belgium
tel. +32-41/25.13.55
contact: Guy Krettels

PROVINCIALE MATERIALENBANK LEERMIDDELEN NEDERLANDS VOOR MIGRANTEN
Van Daelstraat 35, B-2140 Borgerhout, Belgium
tel. +32-3/235.34.06

PROVINCIAAL CENTRUM VOOR INTERCULTURELE VORMING
Seminariestraat 2, B- 9000 Gent, Belgium
tel. +32-9/233.03.15 fax +32-9/233.35.76

SOCIALE HOGESCHOOL HEVERLEE
Groeneweg 151, B-3001 Heverlee, Belgium
tel. +32-16/20.58.95 fax +32-16/23.80.37
contact: Guido Deraeck

SOCIALISTISCHE VROUWEN
Keizerslaan 13, B-1000 Brussel, Belgium
tel. +32-2/548 34 71
Contact: Vera Claes

STEUNPUNT NEDERLANDS ALS TWEEDE TAAL
Centrum voor Taal en Migratie
Blijde Inkomststraat 7, B-3000 Leuven, Belgium
tel. +32-16/32.53.67 fax +32-16/32.53.60
Contact: Annelies Devos

STICHTING LODEWIJK DE RAET
Uitbreidingstraat 470, B-2600 Berchem, Belgium
tel. +32-3/239.18.92 fax +32-3/230.22.68
Contact: Diane De Laet

STICHTING LODEWIJK DE RAET
Liedtstraat 27-29, B-1030 Brussel, Belgium
tel. +32-2/240.95.00 fax +32-2/242.26.10
Contact: Renaat Roels

UIT DE MARGE
Hof Ter Lo 6b, B-2140 Borgerhout, Belgium
tel. +32-3/235.18.81 fax +32-3/235.32.54
Contact: Didier Vander Slijcke

V.I.B.O.S.O. – Vlaams Instituut Samenlevingsopbouw
Vooruitgangstraat 164, B-1030 Brussel, Belgium
tel. +32-2/201.05.65 fax +32-2/201.05.14

V.L.I.N.K. – Vlaams Instituut voor Kunsteducatie vzw
Limburgstraat 90, B-9000 Gent, Belgium
tel. +32-9/223.01.36
Contact: Caroline Enis

VORMINGSLEERGANGEN VOOR SOCIAAL EN PEDAGOGISCH-WERK
Blijde Inkomststraat 34/4, B-3500 Hasselt, Belgium
tel. +32-11/25.49.75

VRIJZINNIGE KOEPEL vzw
Inquisitiestraat 20, B-1000 Brussel, Belgium
tel. +32-2/735.91.72 fax +32-2/732.04.06
Contact: Fransien De Jaegher

WERKGROEP MUNDIALE VORMING
Vlasfabriekstraat 11, B-1060 Brussel, Belgium
tel. +32-2/539.26.20 fax +32-2/539.13.43

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ADULT EDUCATION IN BRITAIN

History and Organisation

Adult education was developed in Britain in the nineteenth century as a response to the growing educational needs of the working class. The motives for its development were various – to encourage their integration into society; to produce a more efficient and literate workforce; to alleviate the alienating effects of industrialisation; and sometimes as a philanthropic attempt to assist working people in their struggles for social justice. What was offered tended to reflect middle-class culture and values rather than working class interests and needs, and then as now it was often the already-educated middle class that was best-equipped to take advantage of available educational opportunities.

Nevertheless, adult educators developed a belief that adult education could and should contribute to social purpose and political change. Classes run by the Trade Union movement, the University Extension Movement, the Workers Educational Association and the Labour Colleges movement, as well as the development of residential colleges, reflected this philosophy. Their teaching often demonstrated the tension between those who saw adult education as a way of improving working class understanding of the capitalist system, and those who saw it as a way of equipping working people with the means to overthrow it.

After 1945, with the development of the Welfare State, adult education provision diversified further. However, with the exception of tutorial classes provided by University extra-mural departments, this was mainly due to the efforts of voluntary organisations. The limitations of this voluntary approach became increasingly clear as the century progressed, and State support was eventually provided in an attempt to offer a more permanent and secure basis for its development.

The role and contribution of Local Education Authorities (LEAs) over the past fifty years has been mixed. Initially they inherited responsibility for technical education, setting them on a semi-vocational path. This was later supplemented by expanding recreational provision. Classes were typically run in the evenings in school buildings. Non-vocational adult education was therefore left to independent bodies like the Women's Institute and the WEA, encouraging a continuing separation of vocational from non-vocational provision. Although the expansion of LEA-funded adult education during the three decades after the Second World War was sporadic and uneven, the LEAs eventually became the major adult education providers, in partnership with the responsible bodies.

The twentieth century has seen the publication of a series of influential reports and papers and the passing of important educational legislation in 1902, 1944, 1988 and 1992. All, in their different ways, have attempted to redefine adult education in response to changing contexts and new imperatives. One of the most positive consequences of this activity has been to establish adult education as a permanent phenomenon. However, it has also led to significant state intervention. More recently it has resulted in a gradual conversion of the adult education movement with a distinctive social purpose, into a service. State intervention went hand in hand with state funding, which became an increasingly vital means of support. This trend towards

greater State involvement has, to some extent, led to a relative decline in the importance of those independent and voluntary organisations that were responsible for Adult Education.

Delivery and Participation

From the mid-1970s, many Local Education Authorities (LEAs) responded to the Russell and Alexander recommendations by placing a greater emphasis on adult education provision for the 'disadvantaged'. However, increasing financial difficulties have forced them either to cut back on much innovative work, making adult education even less accessible by placing greater emphasis on self-financing classes.

The abolition in 1988 of the Inner London Education Authority (ILEA), which spearheaded many innovative efforts to target and create access for black and ethnic minority adult learners and other 'disadvantaged' groups, conveyed a negative message to all LEAs attempting similar work. The 1988 Education Reform Act also drastically reduced the powers of the LEAs and in 1992, the Further and Higher Education Act further reduced their role, leaving them with no more than residual responsibilities for limited adult education services.

These developments, in line with conservative government policy, reflect a declining social and economic context in Britain, characterised by high unemployment and growing pressure on adult and further education providers to concentrate on creating a skilled workforce to meet the rapidly-changing needs of the economy. Consequently, there has been much emphasis by the government – for example, through the promotion of National Learning Targets – on the importance of vocational training, skills up-dating and a lifelong commitment to adult learning. However, the opportunities created reflect an official view that only job-related learning is worthy of public funding and support.

In line with this thinking, new State funding criteria have placed an increasing emphasis on vocational training and utilitarian values at the expense of recreational and leisure courses, personal development and, in some local authorities, social and political education. Thanks to the determined campaigns of a number of adult education organisations, national priorities for funding purposes were amended in time for the 1992 legislation to include Basic Skills, English as a Second Language, courses for people with disabilities or special learning needs and some Access provision. However, 'local priorities' were to be defined by LEAs with declining budgets, reduced powers and widely differing perceptions of what constitutes adequate local provision.

Consequently, although the new State funding mechanisms introduced in 1992 increased educational opportunities for some categories of adult learners[1], they have resulted in the loss of much of the flexibility and variety which many LEAs had fostered in the previous half century. Since 1992, some local authorities have abandoned direct provision almost entirely; in other areas the better off are still catered for. Funding pressures have also put a growing strain on their partnerships with responsible bodies, as LEAs become less and less able to offer either financial support or shared facilities to voluntary and independent providers.

[1] For example, the Further Education sector has been able to expand its adult education provision significantly over the past four years

The concentration of state funding on accredited vocational courses has therefore resulted in a general decline in participation by women, older learners and other 'disadvantaged' groups who may not want basic education, utilitarian further education or certification and progression (defined as 'Schedule 2' provision). Where courses catering for other more diverse needs have survived, they are often dependent on short-term European Social Funds and other independent funding sources. Most importantly, the new funding arrangements have encouraged an increasingly competitive and market-orientated approach to adult and continuing education, by withdrawing subsidies and insisting for funding purposes that provision becomes more 'outcomes-led'.

It is estimated that some 6 million adults are currently studying in Britain at any one time. 3.5 million of these are on formal courses, and over 2 million are engaged in less formal study, including self-directed learning using a variety of media. 51% of the students attending Further Education colleges are over 25, and a further 10% are between 21 and 24 years. The majority of students in Higher Education are also adult learners. At least half of those over 25 do not hold standard entrance qualifications. Although participation by men and women is roughly equal, gender differences continue to determine vocational preferences. In 1991, for example, 2% of all Mechanical Engineering and 71% of all Humanities students were women.

The encouraging trends in adult participation in education and training and their involvement in almost all areas of education mask the reality that the adult learner population in Britain remains unrepresentative. Most of the adults involved are from higher socio-economic groups. People who left school at an early age are less likely to return to learning in later life, and it is also evident that those in full-time, permanent employment are more likely to be offered further education and training. Consequently, a number of groups of adult learners are still excluded, including unskilled manual workers, people without qualifications, people who are unemployed or in either part-time or temporary employment, older adults, ex-offenders, some groups of women and some ethnic minority groups.

Black/Migrant Participation

During the 1950s and 1960s, black and ethnic minority participation in adult education was mainly restricted to attending evening classes or 'night school'. Those who lacked formal qualifications or vocational skills typically spent many years gaining them or found themselves on low-level, uncertificated provision with few progression routes. Others found themselves dependent on Adult Education because their overseas qualifications were not recognised by Further and Higher Education providers. Joining mainstream courses often meant that students were isolated or subjected to racist attitudes and assumptions by their tutors and classmates.

In the 1970s and 1980s many LEAs attempted to implement the Russell and Alexander recommendations by adopting notions of 'community', defined in terms of locality, shared interests and social purpose. This community education approach, based on notions of a locally-delivered public service that is responsive to local needs, attracted large numbers of black and ethnic minority adult learners, who successfully entered or re-entered education and training via the community education route.

Efforts to expand and diversify community-orientated adult education have included outreach classes, subsidised childcare, community language classes, cultural and religious instruction and mother-tongue teaching, as well as Access courses leading to University. These classes set out to provide a safe, supportive context for black and ethnic minority adults, women and other 'marginalised' groups wishing to gain the skills and confidence to move on to mainstream further and higher education.

However, as was outlined above, this kind of provision has been considerably undermined by recent legislation passed in 1988. Since the early 1980s, adult education provision targeted at black and ethnic minority adult learners has relied not only on LEA funding, but also on LEA directives to comply with Equal Opportunities policies and respond to the needs and diversity of the local community. With the LEAs no longer able to play this influential role, the incentive for some further education colleges and independent training providers to cater for the specific needs of black and ethnic minority learners, is diminishing.

Such provision is vital, given the extent of structural racism. A national labour survey in March 1995 revealed that 62% of black young men in the London area – more than 3 in 5 – are currently unemployed. While the national unemployment rate is 9.6% for the population as a whole, for African Caribbeans it is 22% and for Africans 34%. The evidence shows that only one in four black young people leaving Government Youth Training schemes go on to obtain work, and that black trainees generally are encouraged onto schemes with lower prestige and poorer job prospects.[2] Unemployment in some black and ethnic minority communities has therefore reached crisis point.[3]

Such disproportionately high unemployment can no longer be linked to a lack of skills or motivation in minority communities. In proportion to their numbers in the overall population, there are growing numbers of black people staying on in full-time post-16 education. They are also well represented on government training programmes. In Higher Education 11% of all students are from ethnic minority backgrounds, even though they represent only 7% of the relevant age group. In 1993, participation by ethnic minority 16–19 year olds in post-school

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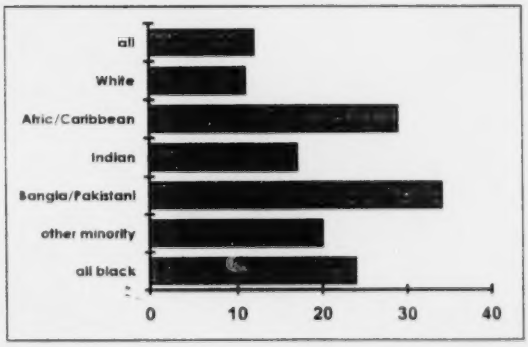
2 Statistics taken from a report on the results of the Labour Force Survey in The Voice, 14th March 1995

3 % Unemployment by ethnic group, UK – Source: Labour Force Survey, Autumn 1995
Based on a broad definition of unemployment that includes those not actively seeking work
EMBED MSGraph



education was on average more than twice as high as for their white counterparts.[4] However, despite higher qualification rates, black graduates are up to three times as likely to be unemployed[5],while those in work are only half as likely to be offered training or opportunities for further learning by their employers.

For those who gained their qualifications overseas, the position is equally anomalous. A survey in 1992 revealed that around 90% had been unable to find employment commensurate with their professional training. In many cases, they were unemployed or engaged in unskilled work. This situation could worsen if current moves towards the harmonisation of qualifications in the European Union take place without regard to the many European citizens with overseas qualifications.

Perhaps the most threatened group of black and minority adult learners in Britain however is refugees and asylum-seekers, whose insecure immigration status has always made their access to the education system precarious. In 1996, the government introduced legislation designed to severely restrict their access to welfare support. This has in turn affected their entitlement to free or subsidised adult education, effectively redefining many asylum-seekers as overseas students whose fees are considerably higher than for home students. The consequence has been to prevent many asylum-seekers from using one of the most obvious routes available to them for personal and social rehabilitation.

Thus, as this brief summary shows, despite having achieved equality of participation in adult and continuing education, black and ethnic minority learners in Britain have yet to achieve equality of outcomes.

USEFUL ADDRESSES

A Comprehensive national address list can be found in the NIACE Adult Continuing Education Yearbook 1997-98 / NIACE, 1997
It includes all post-16 Education & Training providers in England, Scotland, Wales and Northern Ireland, as well as information about press and broadcasting services, national organisations,

[4] Participation by 16-19 year olds in post-16 education by ethnic origin/ 1992

white	24.5%
African & African-Caribbean	51.8%
Indian	49.8%
Pakistani/ Bangladeshi	39.3%

Source: Labour Force Survey, 1993

[5] Between 1991 and 1993, employment rates dropped by 6% for Black/ South Asian groups, but by only 1% for the general population

directories and journals, Training & Enterprise Councils (TECs) and other relevant agencies. It can be ordered from:

NIACE [National Organisation for Adult Learning]
21 DeMontfort Street, Leicester, LE1 7GE
Tel: 0116 2551451
[for publications, information and advice on all aspects of Adult Learning in Britain]

The equivalent organisations in Scotland, Wales and Northern Ireland are:
SCEC (Scottish Community Education Council)
Rosebery House, 9 Haymarket Terrace, Edinburgh EH12 5EZ
Tel: 0131 313 2488

NIACE-CYMRU
Welsh Joint Education Committee
Education Department,
245 Western Avenue
Cardiff CF5 2YX
Wales
Tel: 01222 265000

Northern Ireland Adult Education Association (NIAEA)
c/o 42 Northland Road, Londonderry, BT48 7JL
Tel: 01504 265621

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Adult Learning, Critical Intelligence & Social Change
Edited by Marjorie Mayo and Jane Thompson, NIACE 1995

A History of Modern British Adult Education by Roger Fieldhouse & Associates
NIACE, 1996

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Education for Transformation: Black Access to Higher Education
Edited by Roy Moodley, Thomas Danby Publications, 1995

Race for a Change in Continuing & Higher Education
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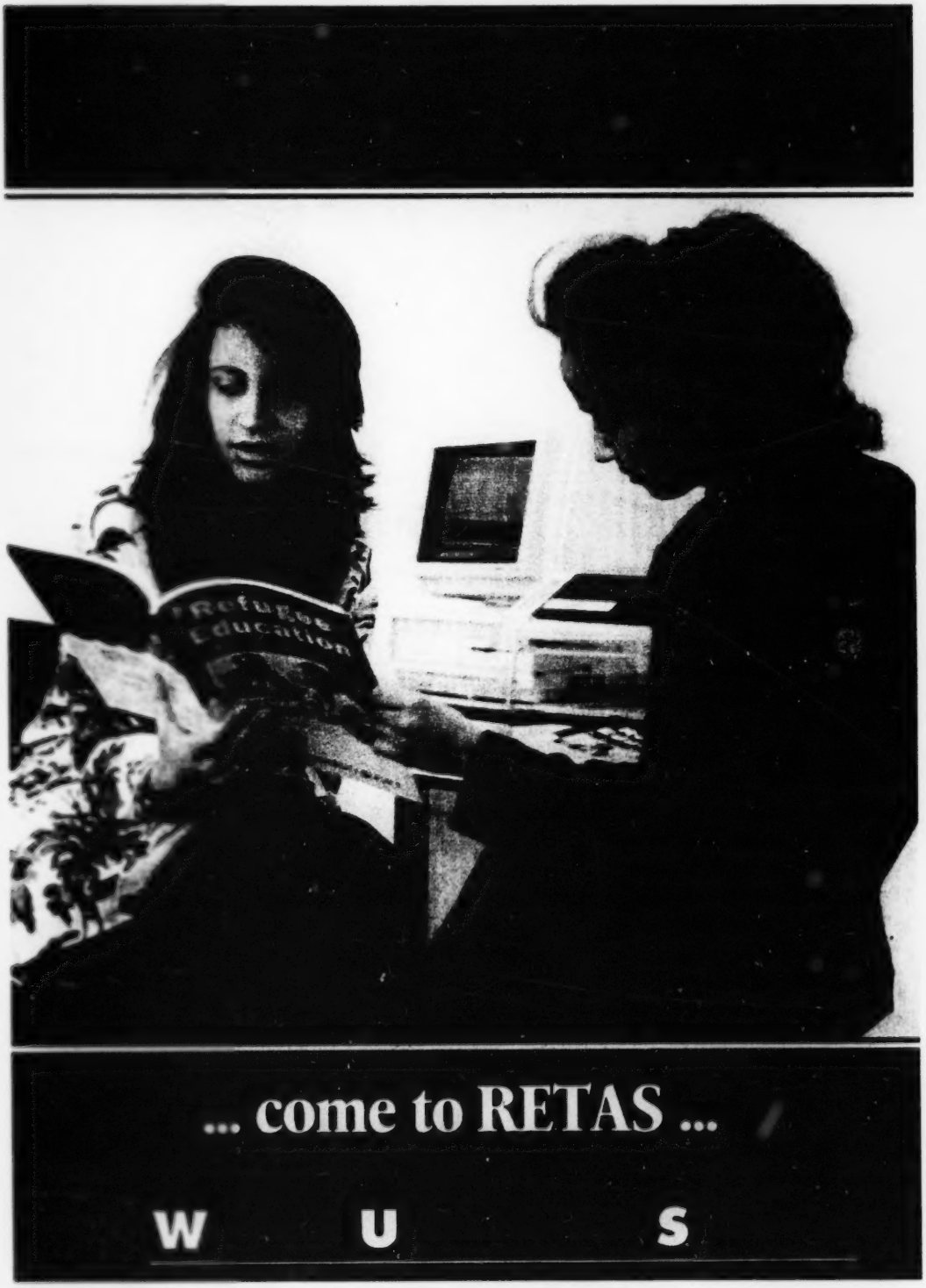
Working With Black Adult Learners: A Practical Guide by Stella Dadzie,
NIACE, 1993



Publicity Flyer: World University Service/ Refugee Education & Training Advisory Service

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ADULT EDUCATION IN FRANCE

History and Organisation

Throughout the 19th Century, the question of vocational training was inseparable from that of public education in France. Despite the creation of a number of public vocational colleges at the end of the century, the problem of basic vocational education for French manual workers remained unresolved. The lack of qualified workers was felt when the number of machines used in industry multiplied and foreigners had to be recruited, notably from the United Kingdom. Between 1864 and 1870, the trade unions considered the problem of training for workers, but with no satisfactory outcome. In the closing years of the 19th Century, labour exchanges arranged vocational courses, but they were accused of playing the employers' game and did not succeed in attracting many workers.

Since the employers and unions were unable to take responsibility for vocational training, the only option was for the State to intervene. In 1919, legislation set up compulsory vocational courses for apprentices, funded by the employers and leading in three years to the Certificate of Vocational Ability (Certificat d'Aptitude Professionelle, CAP). Upgrading courses for adults in paid work were also created, to be pursued outside working hours and leading to the Vocational Certificate (Brevet Professionel, BEP). On the eve of the Second World War, initial vocational training was really only provided for traditional trades, in small and medium-sized enterprises. With the exception of some major companies, which had their own internal training centres, industrial enterprises continued to practice 'on-the-job' training. Continuing training was only provided for a minority of engineers and technicians, either by employers or the government.

It was only after 1945 that public, technical and vocational training was established. Public training centres, today called vocational lycées, were responsible for training specialist workers. The context of strong economic growth between 1959 and 1970 created a need for qualified labour, and aspirations of promotion among employees. Legislation in 1959 introduced the right to training leave for all employees and state aid for trainees. Training centres were set up by public bodies, companies and occupational and trades union organisations, and were entitled to receive state aid.

In 1968, the law established state financial aid for trainees. This included retraining for employees who had been made redundant; preventative action for employees threatened with losing their jobs; encouragement to employees volunteering to pursue training leading to a certificate; updating and upgrading of skills; and action to encourage 16 to 18 year olds to undergo vocational training.

Delivery and Participation

In 1971, the law established the right to training for all employees within working hours. Industrial and commercial enterprises with more than ten employees were obliged annually to devote a certain percentage of their wages and salaries bill to the training of their employees. Subsequent amendments have extended continuing training to staff in public bodies and to self-employed professionals, artisans and trades people and have recognised the right to qualify and gain a range of skills. Decentralising legislation in 1983 gave responsibility for training to the regions.

FRANCE

There are currently three major types of training for adults: university type courses, typically uncertificated courses prescribed and funded by employers, and state-funded training for the unemployed, especially young people. The latter are provided either by specialist agencies such as AFPA (National Association for Adult Vocational Training) or by schemes run by consortia of enterprises, training centres and government departments. A network exists of 315 GRETAs (National Education System School Groups) and around 80 university continuing education services. There is also the Adult Vocational Training Association (based within the Ministry of Labour); the training establishments run by the Chambers of Commerce and Industry and Agriculture and Trade; the employers' training associations, private training agencies and numerous voluntary education and training providers. The last two vary considerably in size, aims, operation and competency.

Despite this range of provision, the chances of finding a place on a continuing training course are very uneven and they have been of most benefit to those who already have good initial education and higher qualifications. In order to participate in continuing training during working hours with no loss of earnings, it is usually necessary to work for a large company with a sufficient training budget. While some high technology sectors have spent more than is legally required on training their staff, many companies have never exceeded the 1.5 % threshold. This is particularly true of the construction, civil engineering, agriculture and catering industries.

Opportunities to access continuing training in France tend to vary according to adults' social category. Manual and unskilled workers are at the greatest disadvantage, and women have less access than men, regardless of their status. The gap is narrower among 16-18 year olds, but girls are still more likely to be guided into job-entry courses while boys are encouraged into certificated training. Effectively targeted at younger people, for men over forty and women over thirty-five, the rate of access slumps, becoming negligible for the over fifties. Thus, access to continuing training has reinforced inequalities rather than reducing them.[1]

Companies have moved towards shorter and shorter courses, designed to update and upgrade skills. Despite considerable growth in company training budgets – from 2.7 billion in 1972 to 39.2 billion Francs in 1991 – the average cost per trainee has risen far less. Companies have tended to finance a growing number of employees on ever shorter courses, although it should be noted that state-funded courses are appreciably longer.

[1] Annual rates of in-house company training hours by social category

	1973	1975	1978	1980	1987
Manual unskilled	6.4	7.6	6.8	6.6	7.2
Manual skilled	77.9	10.0	10.2	10.6	14.1
Technicians/ team leaders	17.1	18.4	16.4	16.2	19.6
Engineers/ supervisory staff	21.9	22.0	22.0	20.8	20.4
All categories	10.1	10.5	9.8	9.4	12.8
Ratio of engineering/ supervisory staff to manual unskilled	**3.42**	**3.0**	**3.24**	**3.15**	**2.85**

Source: CEREQ (Centre for Study & Research on Qualifications), Paris

Young people, for example, alternate training with periods spent in the workplace, linking theory to practice on the ground. There are also qualification contracts for 18-25 year olds, to enable them to gain vocational training if they have a contract of employment; work preparation contracts for under-18s; and on-the-job training for 16 to 18 year olds. In addition, GRETAs offer individualised training schemes, providing general education and prevocational training together with practical work experience.

The French system is one of vocational education rather than lifelong learning, however, and some categories of adults have long been excluded altogether from continuing education, namely the long-term unemployed and the economically inactive. This is in spite of State recognition in 1981 of certain 'priority populations' such as the disabled, immigrants, refugees, prisoners and young people in difficulty. In 1992, for example, a survey in Paris revealed that 29.5% of the unemployed were long-term, 25.4% of whom are non-EU foreigners.

Despite considerable financial incentives to employers, the job-initiative contract, designed to assist the long-term unemployed back into the world of work, has not been as successful as was anticipated. Of 272,925 contracts signed between July 1995 and May 1996, only 50,000 extra jobs were created.

Black/Migrant Participation

Foreigners who are legally resident in France have the same rights as the French to all public training provision, as well as to special State-funded schemes. However, the number of these special schemes has reduced significantly over recent years, and they have failed to provide an effective answer for those in greatest need. [2]

Learning French is seen as a precondition for immigrants' adaptation to life in France. Literacy work is therefore seen as a key activity. From 1989 the policy of subsidising literacy was regionalised and diversified to take account of people's language needs. As well as evaluating oral and written skills, people's level of schooling in their countries of origin was considered. This has resulted in the herding of illiterate immigrant workers into insecure jobs and their marginalisation or exclusion from employment altogether.

[2] Proportion of people who have undergone post-school training during the course of their lives by age and country of origin

Age	ALL FRANCE	TOTAL /ALL IMMIGRANTS	MAGHREB COUNTRIES	EU COUNTRIES
25-39 yrs	25	23	22	17
40-59 yrs	20	19	18	14
All ages	23	21	19	15

Source: INSEE, Training & Vocational Qualifications Survey, 1993

USEFUL ADDRESSES

Ministère de l'Éducation nationale, de l'Enseignement Supérieur et de la Recherche (MENESR)
Bureau de la Formation des Ministère de Adultes
107 Rue de Grenelle
75007 Paris
tel: 00 33 149 55 36 97

Délégation générale a l'Emploi et a la Formation Professionnelle (DGEFP)
Ministère de l'Emploi et de la Solidarité
55 Avenue Bosquet
75700 Paris

Association Nationale pour la Formation Professionnelle des Adultes (AFPA)
Ministère de l'Emploi et de la Solidarité
13 Place du General De Gaulle
93108 Montreuil Cedex
tel: 00 33 148 70 50 00

Centre pour le Dévéloppement de l'Information sur la Formation Permanente
(Centre Inffo)
Tour Europe
92049 Paris cedex La Défense
tel: 00 33 141 25 22 22

Direction de la Popoulation et de Migrations (DPM)
Ministère de l'Aménagement du Territoire,
de la Ville et de l'Integration
1 Place Fontenoy
75700 Paris
tel: 00 33 140 5666 56 71/2

Fonds d'Action Sociale pour les travailleurs Immigrés et leur Familles (FAS)
209 Rue de Bercy
75012 Paris
tel: 00 33 140 02 72 84

Groupe Permanent de Lutte contre l'Illettrisme (GPLI)
Ministère du Travail et des Affaires Sociales
9-11 Rue Georges Pitard
75739 Paris Cedéx 15
tel: 00 33 153 68 78 00

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L'Éducation des Adultes en France, eclairage sur son Évolution, Commission Française pour l'UNESCO, Hamburg, 1997

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ADULT EDUCATION IN GERMANY

History and Organisation

Adult Education in Germany is remarkable for its diversity. Today adult continuing education is organised by Volkshochschulen (community adult education centres), trade unions, political parties and church organisations.

German Volkshochschulen, which are the largest adult and continuing education providers, have their historical roots in the labour and popular education movement of the late 19th century. Traditionally, adult learning in Germany used to be termed 'popular' education. This term is hardly used today, largely because the expressions "people" (VOLK) and "popular" were abused by the Nazis, who related the notion of "Volk" to the supremacy of one "human race" over the other. The fascist regime also suppressed and abolished adult education in its various forms.

It was only after the end of the World War II that adult continuing education once again became a vibrant and popular movement. This was strongly supported and harnessed by the allied forces, who sent Re-education officers into occupied West-Germany to implement, amongst other things, a civic education approach to helping Germans understand the Nazi-regime's responsibility for the historic global tragedy that the war has brought about. It was hoped that such an approach would encourage Germans to become proactively involved in the development of a truly democratic civil society. Volkshochschulen were therefore re-established after the war in increasing numbers.[1]

The German Adult Education Association, the Deutscher Volkshochschul-Verband (DVV)[2] was founded in 1953 as a federation of the regional (Länder) associations of the German Volkshochschulen. Originally eleven in number, since the German unification they now total sixteen. The membership in the German Adult Education Association (DVV) currently includes some 1070 Volkshochschulen with some 4,000 branches. Local community adult education centres centres give a mandate to the regional associations, which in turn give a mandate to the national association DVV to lobby and advocate for improved legal and financial conditions for adult learners nationally. In addition, research, trainer training, media activities, documentation and international co-operation are undertaken by the various member institutes of the German Adult Education Association (DVV), whose core funding comes from membership contributions.

In the context of their legislative competencies, the Federal Länder have established a number of principles and preconditions for the support and public funding of adult continuing education.

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[1] The term Volkshochschule, although still retaining the notion of Volk, was chosen as a name for these communal adult education centres in order to emphasise their historical connections with the Volkshochschul-Movement before the advent of Fascism.

[2] The Institute for International Co-operation of the German Adult Education Association (Deutscher Volkshochchulverband eV.), is European Lead Agency in the "Learning to Live in a Multi-Cultural Society" project, of which this publication is an outcome.

These are enacted in continuing education laws and in laws relating to paid educational leave. This legal provision currently exists in 13 of the 16 Länder, although regional laws may vary considerably. Funding usually depends on recognition of providing bodies; on a minimal threshold of provision (for example, for every 1,000 citizens there must be at least 50 hours provision); on requirements relating to quality; and on the integration and co-operation of providers in regional associations.

German Volkshochschulen are the largest adult and continuing education provider in Germany. In the area of vocational adult education, there are also numerous private or independent enterprises including chambers of industry, trades and commerce, trade unions and commercial providers.

Delivery and Participation

Today there are three distinctive features that differentiate the Volkshochschulen from other adult continuing education providers in Germany. Firstly, Volkshochschulen can be found in every corner of the Republic and are easily reached by the majority of residents. As locally based providers, their curriculum has developed over the years to reflect the diverse needs and interests of people living in their municipality, borough or suburb.

Secondly, unlike other providers such as the trade unions, the employers' associations or church adult education associations, whose provision and rationale reflect the specific interests of their client group, Volkshochschulen are not issue-centred. In their capacity as the single largest public provider of continuing adult education, the Volkshochschulen guarantee a curriculum designed to meet a wide range of local and community-based needs. Their courses and programmes aim to impart knowledge in the most diverse range of subjects. They offer participants the opportunity to remedy individual deficiencies in educational achievement and to gain school leaving certificates or vocational qualifications. They also aim to foster personal development and to stimulate the participation and personal integration of adult learners within society.

Thirdly, Volkshochschulen are not seen as mere repositories of knowledge and skills for adults. Essentially a community resource, they offer a social forum for citizens and learners who wish to take stock of local problems, discuss social issues, share day-to-day concerns and explore the art of living together. Because of this, Volkshochschulen have always been in the forefront of efforts to build bridges with ethnic minority and migrant communities and to relate to their social and educational needs. By integrating learners of all walks of life into their provision, they aim to make themselves places of multi-cultural or intercultural interaction, and to raise local awareness of the need to learn to live together in an increasingly multicultural society.

It is estimated that 15-20 million people are currently involved in some form of continuing education in Germany. A high proportion of participants are involved in job-related training or career development, and in many cases are encouraged or supported by their companies or the business sector in a context of continuous market-driven qualification and training needs.

Statistics available on Volkshochschul-provision for the year 1996 reveal that more than 6.4 million participants enrolled in Volkshochschul-Courses and 2.7 million improved their knowledge and information base by attending conferences or similar evening events[1]. Moreover, a survey carried out by the National Ministry of Education every three years revealed that participation in adult education for adults between 19 and 64 years has risen from 25% in 1985 to 44% in 1996, while demand for non-vocational adult learning reached 26%. Participation figures correlate positively with educational achievement and the generally young age group of the learners. Where women are concerned, participation stands at 40% across all its diverse

[1] Participation at Volkshochschulen in 1996 in Germany

Branches	participants
Society/History/Politics	168.889
Education/Psychology/Philosophy	277.280
Literature/Music/Fine Arts	188.065
Geographic	62.032
Mathematics/Natural Sciences/Technology	538.361
Administration/Commerce/Business	391.905
Language	
German as foreign language	241.626
English	732.068
French	237.765
Italian	185.372
Russian	23.043
Spanish	182.284
Arabic	9.046
Chinese	3.783
Danisch	12.824
Finnish	1.210
Japaneese	5.471
Latin	3.679
Greek	17.560
Hebrew	2.318
Dutch	15.593
Norwegian	5.048
Polnish	8.574
Portugese	9.201
Swedish	18.277
Serbocroatish	1.655
Turkish	12.112
other languages	18.767
general	1.800.266
Leisure activities/Theater/Dancing	920.670
Housekeeping	301.903
Healt Education/Sports	1.625.596
total	**6.436.191**

subject matters. However women's involvement tends to be much lower in vocational retraining and related courses than in general adult education, especially in the Volkshochschulen where women currently make up some three-quarters of all learners.

The most popular subject areas in terms of enrolment in German Volkshochschulen are languages (i.e. foreign languages, German as foreign language and German for Germans); health and environment related courses; and technology and computer sciences. In view of the steady increase in retraining needs among unemployed people, a growing proportion of existing course provision and guidance/counselling provision is funded by the public employment offices. This may, in part, account for the fact that the Volkshochschulen have for some years targeted aliens, ethnic minority and migrant communities, who are the group most adversely affected by the economic recession of recent years. Statistics about the Volkshochschulen for 1996 show that more than 11,000 courses were specifically designed for or targeted at aliens and ethnic minorities. In addition, many other courses which do not cater exclusively for non-German participants attracted minority learners, since the provision of Volkshochschulen is open to any learner, regardless of his or her nationality or ethnic origin. The participation of aliens and ethnic minorities in courses preparing the school leaving certificats is very high.

The Volkshochschule Stuttgart changed the "Abendgymnasium" (evening grammar school) implementing the concept of global learning into an "intercultural grammer school" to address the needs of participants. 80% of the participants of the "intercultural grammar School" belong to aliens and ethnic minorities.

As the next section will show, the increasingly multi-cultural composition of German society is reflected in the shifts and changes in the pedagogical approaches of the Volkshochschulen over the years, and in their underlying philosophies and educational concepts.

The Participation of Black and Other Ethnic Minorities

The adult and continuing education system, like all other fields of education, responded late to the presence of millions of alien workers of black and other ethnic minorities and their families. The development in adult education of migrants and minority ethnic groups have been closely connected to Federal Government policy shifts towards aliens and their integration and employment in Germany. The development in adult education of migrants and minority ethnic groups have been closely connected to Federal Government policy shifts towards aliens and their integration and employment in Germany.

Since alien workers of black and other ethnic minorities were deemed to be a temporary phenomenon, the assumption was that those recruited would eventually return to their home countries. This view underscored the policy towards aliens and ethnic minorities, and has changed substantially since the 1960s. At that time the Government's policy towards minorities was primarily confined to a labour-market policy that regards alien workers of ethnic minorities as a workforce subject to economic demands. It is in this context that adult and continuing education providers have had to fulfil their specific tasks towards aliens and ethnic minorities in Germany.

Employment policy between 1955 and 1973 was based on notions of the rotation and limitation of alien workers of ethnic minorities called "guest worker" ("Gastarbeiter"), and focused on educational provision for the minimum qualifications required for the production process and the work place. The intention was to encourage the smooth integration of alien workers and ethnic minorities into the workforce. During this period, functional qualifications aimed at meeting the requirements of the workplace were the primary concern for providers, whose curriculum included imparting basic language skills, if possible in the countries where recruitment was carried out and prior to company placement.

At the beginning of the 1970s, extensive provision of pre-vocational courses, including basic language training, was advanced by the Bundesanstalt für Arbeit (Federal Employment Office). By 1973, a total of 35,000 such pre-vocational training places existed in the countries of recruitment. However, with the subsequent arrival of increasing numbers of family members, it became apparent that responses were needed within the German educational system that would go beyond the kind of assistance that had hitherto been provided.

Besides economic integration, initiatives to promote the social and cultural integration of alien black and other ethnic minorities were also developed. The first extensive survey of course provision in Adult Education centres in 1974 showed that, in addition to over 1500 language courses the sole purpose of which was to teach German as a Second Language, a broad range of integrated open provision was being developed. This was aimed at technical language development, for example, or basic life skills such as how to apply for a job or a tax-return payment. There was also a wide range of special or one-off provision offered by Volkshochschulen, such as films, shows, dances, leisure activities, study trips, counselling, clubs and courses offering assistance with homework.

Language support was no longer seen as simply about mastering tasks at work. Giving aliens and ethnic minorities a general orientation in their day to day life in Germany was becoming increasingly important. This, in turn, had an effect on concepts of teaching German as a foreign language which, by the beginning of the 1970s, was coming under increasing criticism. Teaching techniques had, until then, focused on formal grammar and translation skills and had failed to take account of the learning needs and pre-conditions of ethnic minorities and aliens. Subsequently, a more communicative model of German tuition was pursued, which included dealing with day to day situations and the teaching of adequate language skills[3].

These initiatives show that a publicly urged institutionalization process characterised the 70s. Important foundations were set up on which adult educators working with aliens, migrants and ethnic minorities were subsequently able to build. One result was that participation by aliens and ethnic minorities began to increase, with the number of participants in language courses rising from a few hundred in 1974 to roughly 67,000 in 1988.

Throughout the 1980s, education and training for ethnic minorities and aliens began to expand and differentiate, in the form of various 'target-group' offers. The importance of targeting minorities was stressed[4], and in some federal States teaching materials specifically for use with migrant and ethnic minority adult learners were developed.

The broad aim was to reach all marginalised or disadvantaged groups, including ethnic minorities and aliens who had been thus far been excluded from adult education institutions because of the nature of Volkshochschul provision and their orientation towards white middle class learners. This was to be achieved by means of community outreach work on the one hand, and by the adoption of social work approaches – for example, home visits and direct community contacts – on the other hand. Through this 'interventionist' approach it became increasingly evident that ethnic minorities are by no means a homogeneous group, as the term target-group suggests.

Subsequently, the primary focus of this education and training was on ethnic minority and migrant youth. By the end of the 70s the Federal Government, Federal States and the Federal Employment Office (Bundesanstalt für Arbeit) had already established pre-vocational and social integration schemes for ethnic minority youth and young aliens that were provided by the Language Federation ("Sprachverband"). These were designed to facilitate their transition from school to work and were regarded with utmost urgency in view of a high youth unemployment rate and the difficulties of absorbing young aliens into the labour market.

These measures were often supplemented by courses leading to school leaving certificates (Hauptschulabschluß or HSA). In 1996 80 % of the participants enrolled in courses to prepare a school leaving certificate in German Volkshochschule were aliens and members of ethnic minorities. These courses were a response to the high number of ethnic minority and migrant young adults with an incomplete school education, which in turn reduced their prospects on the employment market. Access courses into the world of work offered social guidance and counselling and generally provided a curriculum that was, in both content and form, designed to be supportive towards the identity of the learners. Yet it was clear that although courses to prepare the school leaving certificate "Hauptschulabschluß" improved career prospects, they were unable to tackle unemployment or employers' attitudes.

Such measures did not go uncriticised. There was an increasing awareness that remedial courses would lead to a stabilisation of the inadequate conditions in the lower secondary schools. Critics also pointed out that this work should not be seen as a function of adult education, but rather as the responsibility of the youth education services and as a function of existing vocational training that was already embedded in the school system.

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[3] To encourage the systematic development of new concepts, the department "Deutsch für ausländische Arbeitnehmer" was founded in 1972 at the Goethe-Institut in Munich. This department was the predecessor of the "Sprachverbandes – Deutsch für ausländische Arbeitnehmer e.V." (Language Federation – German for "foreign" workers). At the same time the Pädagogische Arbeitsstelle of the DVV published the first edition of the "Zertifikat Deutsch als Fremdsprache", which was completely reviewed in 1977; and in May 1974 the language association "Deutsch für ausländische Arbeitnehmer e.V." was founded, with its main tasks being to

- coordinate the work of the different German tuition institutions
- organize the training of tutors
- determine criteria for public funding support
- reconcile support schemes with the Federal States "Länder"
- develop further language teaching methods

[4] This was one of the recommendations of the 7th Language Department Conference of the German Adult Education Association (Deutscher Volkshochschul-Verband) in November 1980

As was typical of this period, many institutions working with and for aliens and ethnic minorities limited their work to vocational guidance and access courses for ethnic minority and migrant youth, neglecting the needs of the first generation. At that time only a few Volkshochschulen, such as those situated in large towns, offered a more varied programme including, for example, literacy courses, parents and family education, courses for women and girls, special programmes for refugees and repatriates, and educational leave courses for alien adults and adults of ethnic minorities. Occasionally, such provision was organised by departments established especially for this purpose. Since 1976 the Volkshochschule in Munich has a department addressing the needs of ethnic minorities called "Abteilung für ausländische Arbeitnehmer" and focussing on out-reach work. In some institutions the offers were integrated into existing departments – for example, the Foreign Languages (Fremdsprachen) or Second-Chance Learning (Zweiter Bildungsweg) departments. In many further education institutions, however, ad hoc offers prevailed, with course offers scattered about in a number of different departments and little co-ordinated publicity. At that time courses that successfully met the needs of aliens and ethnic minorities were an exception.

By the mid-1980s, a debate had begun about the very concept of work relating to aliens and ethnic minorities. People were critical, among other things, of the exclusive concentration on courses for aliens and ethnic minorities and the exclusion of German students and teachers in these courses. There were also concerns about the tendency to detach the pedagogical debate from wider policy issues concerning aliens and ethnic minorities. The precarious legal status of aliens found its corollary in specific problem-solving strategies undertaken at local authority level. The 'problems' society had with aliens and ethnic minorities were ascribed to individuals, and having labelled them as deficient, it was assumed that this could be compensated for by pedagogical measures.

These views were often reflected in the attitudes of teaching staff and led to the establishment of a hierarchy between tutors and learners. The learner was patronised rather than enabled, tutors pointed to their deficiencies rather than their competencies, and dependency was fostered and maintained at the expense of notions of empowerment and self-help. Target-group orientation had assigned a special status to aliens and ethnic minorities, isolating them within special provision rather than opening up adult education to the learning needs and interests of aliens and ethnic minorities at large.

As a result, a new intercultural approach was proposed. The crucial challenge for educators and trainers would be to tackle social conflict within the pedagogical remit of school, child- or youth work. Intercultural education did not, however, imply a levelling of cultural, racial or ethnic differences, but rather sought to deal consciously with the social and economic circumstances that had brought alien workers to Germany and the social exclusion that characterised their lives here. Nevertheless, then as now, there were many different interpretations and concepts of intercultural pedagogics and it would be incorrect to assume that there was one single or common approach.

In retrospect, it is clear that these intercultural approaches to the education of adults of ethnic minorities, which in many cases were established alongside the target-group programmes, remained largely uninstitutionalised. Many of the measures were retrenched in time, financed as occasional projects through special funds and dependent on the unsteady flow of annual

contributions from the labour administration. Moreover, the scope for tutors and adult education staff (whose jobs were similarly financed) was limited, and offered few chances for professional development.

Financing proved to be erratic and was at the same time subject to the whims of restrictive migration policies which, between 1981 and 1990, were determined by discussions about confining the number of aliens in Germany. Efforts to encourage aliens to return to their countries of origin and reduce the possibilities for family reunion were the centre of political interest. In 1982 the new CDU/CSU/FDP coalition government in Germany declared migration policy, alongside economic and foreign policy, to be of prime importance.

In 1990s there was a large discussion in Germany about the integration of alien families living and working in Germany for many years and the arrival of many newcomers of ethnic minorities coming from Russia, Rumania, Kasachstan, Iran, Irac, Afghanistan, Sri Lanca, Somalia, Ruanda, Athiopia, etc. The Federal Government of Germany wanted to reduce the numbers of newcoming asylum seekers and refugees coming to Germany.

After the German reunification the unemployment rate in East Germany was between 40–50 %. Hundreds of kindergardens, youth and culture centres were closed. The economy of the former German Democratic Republic collapsed. In many families in East Germany several family members were unemployed, lost their cultural identity and knew that the economic and social perspectives in their region were very negativ for a long time. Hostility towards alien newcomers in East Germany increased with the increasing of unemployment in East Germany and escalated into violent attacks on refugee camps and homes.

With the increasing unemployment in East Germany thousands of East Germans moved to Western Germany. The situation to find a job and a flat in Western Germany for East Germans was easier than for ethnic minorities and aliens living in West Germany for many years. There was a high tension in German society.

Xenophobia increased. This political situation caused the German Adult Education Association (the Deutscher Volkshochschul-Verband) and its federal members to increase their activities against xenophobia and violence in 1994, for example, by initiating a Anti-Racist action-day in all the 1070 Volkshochschulen in Germany, and by publishing relevant materials for use by adult educators and trainers. In the Federal States, financial support was also granted for projects, round tables, one-off events and other initiatives designed to counteract xenophobia and racism.

Since 1996 the social and economic reforms in East Germany developed priviledged regions and reduced the unemployment rate sligthly. Simultaneously the number of conflicts between Germans and non-Germans and between different ethnic minorities in these developed regions in East Germany reduced, too.

In large cities and in cities with a high population of ethnic minorities in East and Western Germany with a high and growing unemployment rate there are conflicts specially between youth. In districts with a high population of ethnic minorities like for example Köln-Mühlheim or

Berlin-Kreuzberg or Hamburg there are for example conflicts between Turkish youth living in Germany for many years and Russian youth arrived in Germany a short time ago.

The Volkshochschulen in cities with a high population of ethnic minorities are developping an intercultural programme in all brances of adult education to address the needs of the different ethnic groups.

Intercultural learning initiatives in Volkshochschulen currently do a lot to encourage awareness of cultural diversity in Germany. Nevertheless, this is still a relatively fringe area in adult education institutions. Financial cuts have combined with concerns about cost-effectiveness to place intercultural tuition increasingly under pressure to justify its work-intensive measures.

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5 Number of target group oriented courses for ethnic minorities and aliens called "Ausländer"

Volkshochschulen-Statistik 1996:
Kursveranstaltungen für besondere Adressaten nach Stoffgebieten 1996 – Bundesrepublik

Stoffgebiet	Ältere Menschen	Analpha-beten	Arbeits-lose	Aus-länder	Behin-derte	Frauen	andere Adressaten-gruppen	BRD insge-samt
1. Gesellschaft Geschichte/ Politik	685 6,7%	0 0,0%	36 2,5%	**251** **2,3%**	103 6,3%	1.061 7,6%	386 2,7%	2.522 4,6%
2. Erziehung/ Psychologie/ Philosophie	441 4,3%	49 2,5%	20 1,4%	**31** **0,3%**	191 11,6%	1.217 8,7%	1.094 7,6%	3.043 5,6%
3. Kunst	358 3,5%	0 0,0%	3 0,2%	**25** **0,2%**	33 2,0%	201 1,4%	198 1,4%	818 1,5%
4. Länder-/ Heimatkunde	213 2,1%	1 0,1%	4 0,3%	**5** **0,0%**	27 1,6%	42 0,3%	47 0,3%	339 0,6%
5. Mathematik/ Naturwissensch./ Technik	359 3,5%	25 1,3%	195 13,3%	**38** **0,3%**	56 3,4%	1.452 10,4%	1.538 10,7%	3.663 6,7%
6. Verwaltung/ Kaufmännische Praxis	85 0,8%	0 0,0%	280 19,1%	**78** **0,7%**	14 0,9%	671 4,8%	749 5,2%	1.877 3,4%
7. Sprachen	3.089 30,2%	1.630 83,2%	231 15,7%	**9.825** **90,5%**	287 17,5%	367 2,6%	1.966 13,7%	17.395 32,0%
8. Künstlerisches/ Handwerkliches Gestalten	1.055 10,3%	5 0,3%	58 4,0%	**113** **1,0%**	298 18,2%	1.547 11,1%	3.290 23,0%	6.366 11,7%
9. Hauswirtschaft	101 1,0%	0 0,0%	14 1,0%	**56** **0,5%**	137 8,3%	698 5,0%	668 4,7%	1.674 3,1%
10. Gesundheits-bildung	3.114 30,5%	2 0,1%	18 1,2%	**51** **0,5%**	306 18,6%	6.101 43,7%	3.236 22,6%	12.828 23,6%
11. Vorbereitung auf Schulabschlüsse	0 0,0%	7 0,4%	219 14,9%	**174** **1,6%**	0 0,0%	11 0,1%	383 2,7%	794 1,5%
12. Stoffgebietsüber-greifende/ sonstige Kurse	720 7,0%	241 12,3%	389 26,5%	**213** **2,0%**	189 11,5%	579 4,2%	778 5,4%	3.109 5,7%
Kurse insgesamt	10.220 100,0%	1.960 100,0%	1.467 100,0%	**10.860** **100,0%**	1.641 100,0%	13.947 100,0%	14.333 100,0%	54.428 100,0%

Since many years some German Volkshochschulen have a "Department for Intercultural Education and Training" focussing on the specific needs of ethnic minorities and intercultural learning. During the last years many German Volkshochschulen have implemented the concept of intercultureal communication and global learning in their different departments. All 1070 German Volkshochschulen and their 4.000 branches facilitate intercultural language education and training with a high participation of ethnic minorities. In 1996 more than 10.800 participants of ethnic minorities enrolled in learning courses in German Volkshochschulen.[5] Unfortunately the statistics only indicate the number of target group courses for ethnic minorities and don't precise the participation of ethnic minorities in the different branches of adult education[6]. Actually there is a huge discussion in Germany to evaluate the participation of ethnic minorities in all branches of youth and adult education and to consider the results of this evaluation in the statists.

Today the need for Adult Education providers in all parts of Germany to develop and implement good practice addressing the needs of different groups of ethnic minorities is growing. This is evident from the disproportionately high number of unemployed youth and adults of ethnic minorities in Germany, and by the fact that they constitute the majority of unskilled and semi-skilled workers – usually the first to be dismissed in times of economic hardship. While proactive vocational further training and qualification provision is unlikely to solve the problem of unemployment and structural racism, such provision clearly has an important role to play in increasing the employability of ethnic minorities. Another priority for the future is the development of guidance and provision for elderly migrants in Germany whose number will continue to increase over coming years.

photo courtesy of Plesser-Löper, Institute for International Cooperation of the German Adult Education Association (IIZ-DVV), Bonn/Germany

6 Important initiatives in this include the project "Development and Evaluation testing of vocational qualification concepts for ethnic minorities" at the pedagogical Institute of the DVV (German Adult Education Association – Pädagogische Arbeitsstelle des Instituts für Erwachsenenbildung).

USEFUL ADDRESSES

Umbrella Organisations:

Deutscher Volkshochschul-Verband e.V. (DVV)
Obere Wilhelmstrasse 32, 53225 Bonn
tel.: 0049-228/9 75 69-0, fax: 0049-228/9 75 69-30, e-mail: buero@dvv-vhs.de

Institut für Internationale Zusammenarbeit des Deutschen Volkshochschul-Verbandes (IIZ/DVV)
Obere Wilhelmstrasse 32, 53225 Bonn
tel.: 0049-228/9 75 69-0, fax: 0049-228/9 75 69-55, e-mail: IIZ-DVV-BONN@GEOD.Geonet.De

Deutsches Institut für Erwachsenenbildung (DIE)
Hansaallee 150, 60320 Frankfurt/Main
tel.: 0049-69/9 56 26-0, fax: 0049-69/9 56 26-174, e-mail: die@die.f.shuttle.de

Landesinstitut für Schule und Weiterbildung
Paradieser Weg 64, 59494 Soest
tel.: 0049-2921/6 83-1, fax: 0049-69/6 83-92

Weiterbildungs-Testsysteme GmbH (WBT)
Hansaallee 150, 60320 Frankfurt am Main
tel.: 0049-69/9 56 26-141, fax: 0049-69/9 56 26-262, e-mail: pz@die.f.shuttle.de

Adolf Grimme Institut (AGI)
Eduard-Weitsch-Weg 25, 45768 Marl/Westfalen
tel.: 0049-2365/91 89-0, fax: 0049-2365/91 89-89, e-mail: adolf.grimme.institut@wrd.de

Volkshochschulverband Baden-Württemberg e.V.
Raiffeisenstr. 14, 70771 Leinfelden-Echterdingen
tel.: 0049-711/7 59 00-0, fax: 0049-711/7 59 00-41, e-mail: inf@vhs-verband.bw.schule.de

Bayerischer Volkshochschulverband e.V.
Fäustlestr. 5, 80339 München
tel.: 0049-89/5 10 80-0, fax: 0049-89/5 02 38 12, e-mail: bvv@muenchen.org

Berliner Senatsverwaltung für Schule, Jugend und Sport
Abt. VIII – Weiterbildung –
Storkower Str. 133, 10407 Berlin
tel.: 0049-30/42 14-43 10, fax: 0049-30/42 14-40 08

Brandenburgischer Volkshochschulverband e.V.
Neustädtische Wassertorstr. 16-17, 14776 Brandenburg/Havel
tel.: 0049-3381/52 23 04, fax: 0049-3381/52 23 04,
e-mail: vhs-verband.brandenburg@t-online.de

Landesausschuß der Volkshochschulen des Landes Bremen
Schwachhauser Heerstr. 67, 28211 Bremen
tel.: 0049-421/3 61-36 66, fax: 0049-421/3 61-32 16, e-mail: vhs@uni-bremen.de

Freie und Hansestadt Hamburg – Landesbetrieb Hamburger Volkshochschule
Schanzenstr. 75-77, Postfach 30 62 61, 20357 Hamburg
tel.: 0049-40/35 04-0, fax: 0049-40/35 04-27 88, e-mail: 1007 12.1313@compuserve.com

Hessischer Volkshochschulverband e.V.
Winterbachstr. 38, 60320 Frankfurt/Main
tel.: 0049-69/56 00 08-0, fax: 0049-69/56 00 08-10, e-mail: hvv-Institut@geonet.de

Volkshochschulverband Mecklenburg-Vorpommern e.V.
Bertha-von-Suttner-Str. 5, 19061 Schwerin
tel.: 0049-385/30 31 55-0, fax: 0049-385/30 31 55-5, e-mail: vhs-verband-mv@mvnet.de

Landesverband der Volkshochschulen Niedersachsens e.V.
Bödekerstr. 16, 30161 Hannover
tel.: 0049-511/3 48 41-0, fax: 0049-511/3 48 41-25, e-mail: Lahannover@t-online.de

Landesverband der Volkshochschulen von Nordrhein-Westfalen e.V.
Heiliger Weg 7-9, 44135 Dortmund
tel.: 0049-231/95 20 58-0, fax: 0049-231/95 20 58-3, e-mail: *@-NRW.do.nw.schule.de

Verband der Volkshochschulen von Rheinland-Pfalz e.V.
Kaiserstr. 58, 55116 Mainz
tel.: 0049-6131/2 88 89-0, fax: 0049-6131/2 88 89-30, e-mail: VHS-Verband-RP@t-online.de

Verband der Volkshochschulen des Saarlandes e.V.
Bahnhofstr. 47-49, 66111 Saabrücken
tel.: 0049-681/3 66 60 und 3 66 80, fax: 0049-681/3 66 10

Sächsischer Volkshochschulverband e.V.
Leipziger Str. 162, 09114 Chemnitz
tel.: 0049-371/37 32 75, fax: 0049-371/37 32 74, e-mail: svvhs@aol.com

Landesverband der Volkshochschulen Sachsen-Anhalt e.V.
Liebknechtstr. 91, 39110 Magdeburg
tel.: 0049-391/7 36 93-0, fax: 0049-391/7 36 93-99, e-mail: LV-VHS-MD@t-online.de

Landesverband der Volkshochschulen Schleswig-Holsteins e.V.
Holstenbrücke 7, 24103 Kiel
tel.: 0049-431/9 79 84-0, fax: 0049-431/9 66 85, e-mail: vhs.sh@t-online.de

Thüringer Volkshochschulverband e.V.
Konrad-Zuse-Str. 3, 07745 Jena
tel.: 0049-3641/62 09 76/77, fax: 0049-3641/62 09 78

Deutsche Evangelische Arbeitsgemeinschaft für Erwachsenenbildung (DEAE)
Schillerstr. 58, 76135 Karlsruhe

Katholische Bundesarbeitsgemeinschaft für Erwachsenenbildung (KBE)
Réné-Schickele-Str. 10, 53123 Bonn

Deutscher Gewerkschaftsbund (DGB)
Hans-Böckler-Str. 39, 40476 Düsseldorf

Arbeit und Leben/Bundesgeschäftsstelle
Tersteegenstr., 40474 Düsseldorf

Deutscher Industrie- u. Handelstag (DIHT)
Adenauerallee 148, 53113 Bonn

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Mitteilungen der Beauftragten der Bundesregierung für die Belange der Ausländer, 1997

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by Dieter Lenzen, Enno Schmitz, Hans Titegens
in Stuttgart: Klett-Cota, 1984

Kennen Sie eigentlich Deutsche aus Osteuropa?

Sie sollten sie kennenlernen

Nur so werden wir miteinander vertraut.

kennenlernen
Deutsche aus Osteuropa bei uns.

Ein Projekt
der Volkshochschule Lippe-West
im Deutschen Volkshochschul-Verband
in Zusammenarbeit
mit dem Bundesministerium des Innern.

Konzeption und Text: KulturBüro Alex Moll
Grafik, Konzeption und Satz: Kaltenwerbung Rakemann

Publicity Flyer: Kennen Sie eigentlich Deutsche aus Osteuropa?
Volkshochschule Lippe-West

ADULT EDUCATION IN HOLLAND

History and Organisation

Adult education in Holland came about as a result of private initiative. Its origins go back to 1784, when the Society for Common Well-being was established. Its broad educational aim was to improve the intellectual, moral and social fibre of the Dutch population at large, by providing libraries, schools, banks, lectures for adults and a range of other activities according to local needs.

In the latter part of the 19th century and the early 20th century, various emancipation movements began to organise adult education activities. The Settlements Movement followed the example of Ruskin and Morris, and there were also classes organised by the Workers Educational Association and the People's Universities. These were established on a voluntary basis to compensate for the unwillingness of Dutch Universities to organise extra-mural departments. Later, in the 1930s, residential centres were set up which flourished after the 2nd World War.[1]

Delivery and Participation

Adult Education in Holland incorporates basic education, secondary adult education (VAVO), non-formal education and development work and vocational courses, including retraining, resettlement and refresher courses. In the 1970s, proposals were put forward to increase and improve local Adult Education provision. This resulted in the early 1980s in a number of projects to address adult literacy needs through a combination of formal and informal basic education (Open School) methods, targeted education for cultural minorities, vocational and pre-retirement courses. There is also important work being undertaken by private institutions offering tuition, distance learning or correspondence courses; and by organisations like RVU and TELEAC which have access to the media.

Throughout the 1980s, Basic Education, incorporating literacy, social skills and preparation for work or continuing education, was the fastest growing sector. From 44,000 in 1980, the number of participants peaked in 1993 at 145,000. Since then there has been a slight decrease. It is worth noting that in 1992, 50% of these participants were from ethnic minority groups and 60% of them were women. Informal Adult Education also continues to play an important role in the Netherlands. In 1992, it attracted 603,000 participants. Provision varies considerably, according to the priorities of the responsible local authority, which are likely to include the needs of the long-term unemployed, women and ethnic minorities. Other kinds of AE provision are usually required to be self-supporting.

In the current economic climate in Holland, the role of Adult Education – and in particular vocational training – is seen as vital. There has been a general decrease in the number of jobs and an overall increase in less secure, part-time work, particularly for women. In many cases, the skills required by employers do not match the skills of the workforce. Unemployed people with only basic education are currently applying for jobs at a rate of 54 applicants for each vacancy,

[1] In 1988, a series of mergers took place, reducing the number of Residential Adult Education Centres from 55 to 12 large organisations with branches at different locations.

while for university graduates the figure is 24 applicants per vacancy. Adults with appropriate vocational training, however, face better prospects with only 5-6 applicants per vacancy.

Demographic trends also show an increasingly ageing population over the coming century, reflecting significant decreases in the 15-24 age group (from 2,261,000 in 1992 to 1,971,000 in 1997). As many as 80,000 of these young people leave school each year with no qualifications. Their continuing access to Adult Education and vocational training is therefore a high priority.

Black/Migrant Participation

Since August 1995, education and training legislation has included integral regulations on providing for specific target groups. Large regional centres (ROC's) have been established, with responsibility for the full range of basic, continuing, general and adult vocational education. Resourced by the government, they have specific objectives in relation to migrants, including targeted or tailor-made provision that can be purchased by the municipalities.

Since 1st January 1996, the new education and training law(WEB) has provided the legal framework for a number of other instruments designed to have a positive effect on the position of migrants in secondary vocational training. Currently, 57% of all participants in Basic Education (including special courses in Dutch as a second language and training in social competence for adults) are from minority backgrounds, while 29% of participants in Continuing Adult Education (VAVO) are from minority backgrounds. The number of migrants in both these areas, especially courses in Dutch as a second language, is increasing annually.[2]

While participation rates among young minorities in full time post-16 education are high, the percentage of minority adult learners, particularly over-25s, remains disproportionately low.[3] In 1994, more government funds were allocated for language education, mostly targeted at newcomers. Despite these efforts, many migrants are still on waiting lists for basic education – for example, in 1995, two adult education institutes in Utrecht had more than 2000 applicants, but only 700 places.

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[2] % migrants according to school type

%	1992/1993	1993/1994	1994/1995
Basic Education	44	57	60
Adult Education	15	32	38

Source: SVE, vernieuwingsmonitor

[3] Education participation according to ethnic group, age and sex (fulltime day course)

%	Turkish		Moroccan		Surinamese		Antilleans		Autochtones	
16-19	86	76	86	79	97	95	78	81	77	82
19-22	51	29	45	43	37	53	62	74	63	68
22-25	11	6	23	14	35	21	58	45	55	45
25-30	5	3	9	3	9	11	26	15	19	7
30-35	1	0	6	4	3	2	9	3	3	1

Bron: SPVA-94, ISEO/EUR.

USEFUL ADDRESSES

Beraadsgroep Vorming
Postbus 36
3970 AA Driebergen
tel: ++31 3438 16141
fax: ++31 3438 21674 *non-formal adult education*

BNVU, Bond van Nederlandse Volksuniversiteiten
Laan van Meerdervoort 90
2517 AP Den Haag
tel: ++31 70 3655808
fax: ++31 70 3617973 *non-formal adult education*

BVE
Postbus 94
3980 CB Bunnik *organisation for adult education*

European Association for the Education of Adults (EAEA)
Consultancy Office
P.O.Box 367,
3800 AJ Amersfoort
tel/ fax: ++31 334 654116

Open University
P.O. Box 2960
6401 DL Heerlen

National Centre for Innovation in Vocational Education & Training (CIBB)
P.O. Box 1585,
5200 BP Den Bosch

RVU/ Educatieve Omroep
Postbus 1950
1200 BZ Hilversum

VTA Groep
Vorming Training Advies Groep
Postbus 36
3970 AA Driebergen
tel: ++31 3438 16141
fax: ++31 3438 21674 *Residential AE*

CINOP
PO Box 1585
3980 Bunnik
tel: ++31 30 6594111
fax: ++31 30 6564104 *Residential AE*

BE Raad
Postbus 196
3730 AD De Bilt
tel/ fax: ++31 334 654116 *Residential AE*

Publicity Flyer: Our Valuable Differences, Werkgroep Migrantenweek

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ADULT EDUCATION IN SPAIN

History and Organisation

During the course of this century, all areas of life in Spain have undergone changes that have had significant effects on general adult education. Migration from the countryside into the suburbs, settlements on the outskirts of cities, the move to democracy, the legalisation of political parties and voluntary movements, the disappearance of traditional systems of production, new social movements, greater openness to the outside world and increased globalisation have all had an impact.

At the beginning of the century, the educated bourgeoisie began to turn its intentions about public education into actual deeds. Initiatives were launched that aimed at spreading culture and strengthening general and vocational education. Between 1900 and 1932, a number of decrees were promulgated that established evening and Sunday schools for young people, gradually leading to the opening of more educational establishments and adult schools. Particular attention was given to those people over 14 years old who were illiterate, since at the beginning of the century, 71% of all women and 55% of all men were unable to read or write. Such measures were supplemented in 1931 by the creation of Educational Missions (Patronato de Misiones PadegÛgicas) which set out, amongst other things, to promote general and citizens' education.

The Spanish Civil War put an end to these incipient developments. The initiatives and urgent innovations that addressed general education, secondary leaving qualifications, culture and literacy vanished at the end of the war. A new phase of adult education began, heavily influenced by propaganda and the efforts of the new political order to legitimise itself. In 1945, the Elementary Education Act extended compulsory schooling to the age of 12, but little was done for adult education up to 1950.

In 1950, the Federal Committee to Combat Illiteracy was set up within the Federal Ministry of Education with the involvement of the Church, the army, the (official and only) trade union, the Youth Front, the Women's Association and other institutions. This initiative simply perfected measures that had been imposed earlier. Entitlement to work, social security and voting rights became dependent on holding a 'culture card'. Anyone over the age of 14 with no elementary school leaving certificate had to be in possession of such a card unless they could prove that they were not in a position to take part in literacy tuition.

The committee set to work issuing new regulations. Teaching materials were developed, leading to the National Literacy Campaign in 1963. This aimed at creating homogeneity and at modernising Spanish society so that Spain could be counted among the 'progressive' countries of Europe. The campaign pursued this programme diligently, justifying its efforts on the grounds of increasing efficiency. The purpose of the campaign was to make Spain literate by decree in "...a last effort to root out the inheritance if illiteracy and eradicate this terrible evil from our homeland".

However, despite being given all possible resources and staffing, the results were far below expectations. Between 1960 and 1970, only 900,000 people benefited from the scheme and by 1970, there were still two and a half million illiterate people in Spain. Nevertheless, this was seen as a positive achievement by the organisers, and at the beginning of the 70s, Spain was deemed to have caught up with other modern Western countries.

One of the positive benefits of the literacy campaign was that specific provision was made for adult education alongside the official literacy activities. Elementary and non-formal education programmes and other training activities for adults were developed at a local or community level.

During the 1970s, general adult education was given a great boost by the educational reform movements. Freire became well known, trade union disputes broke out and there was early cooperation between educational and developmental projects. In a number of cities, initial contacts were made between groups, although no official links were made with international organisations. General adult education was insititutionalised and finally terminated by the Ministry of Education in 1973, transferring resources from the National Literacy Campaign to the Permanent Adult Education Programme. Thus adult education as an institutionalised service is barely 25 years old in Spain.

Throughout the 1980s, adult education was given more support than ever before, with investment going in particular to participation in international programmes. Spain joined the Council of Europe network of educational initiatives and local development. Links with UNESCO, the European Community and the OECD were also strengthened.

At a national level, the Ministry of Education pushed ahead with its general adult education programme. At the voluntary level, the Federation of Adult Education Associations (FAEA) was founded and contacts were made with the European Bureau of Adult Education. A preparatory debate was held and a white paper published. The Autonomous Communities widened their fields of responsibility and appropriate (if modest) educational innovations in methodology, organisation and curriculum development were implemented.

Local provision gained importance. The Ministry of education signed agreements with local authorities and adult education centres that had arisen out of the socialist movement at the beginning of the century were reinvigorated. New opportunities were created for cooperation between the social work associations and a number of public government agencies. After the First State Conference on Adult education, there was also greater coordination between individual social initiatives.

Today, Adult Education in Spain is supported by three sectors – the public sector which is dependent on various levels of government; the social, non-profit making sector; and the private sector, consisting mainly of private schools and establishments.

Delivery and Participation

The 1990s saw the former model of adult education reinvented. The Organic Law for the Reform of the Education System, passed in 1990, ushered in significant reform of educational institutions, including a strengthening of the FAEA and the formation of regional associations. Adult education underwent innovations and a rapid succession of changes at this time. However, they lacked the organisational and institutional stability needed to integrate them effectively, and many adult education questions remained unresolved.

Nevertheless, the creation of the Autonomous Communities brought about a number of positive developments resulting from increased decentralisation. There was a greater role for local authorities and public bodies such as education, culture, welfare and defence. Locally managed projects assumed a higher degree of autonomy in their relationship with individual educational establishments and teaching bodies. A number of non-governmental organisations emerged at this time concerned with neighbourhood, cultural, environmental, youth, womens' and immigrants' issues. Individual associations formed regional, national and international networks, facilitating liaison between colleges, adult education centres and other providers. There was also increased participation in European-funded programmes such as Erasmus, Horizon, Socrates and Leonardo.

Adult education tutors gained access to better academic qualifications as a result of the creation in 1991 of a degree course in Social Training, the expansion of post-graduate, Masters' and Doctoral programmes and a wider range of optional specialist subjects. Reform programmes were also initiated in social affairs and educational administration.

The Permanent Adult Education Programme (PPAE) resulted from a decision by education authorities to promote second chance education to meet the needs of a large proportion of the population. This was based on the recognition that this century has been marked by severe shortages in the education system.[1]

At present, despite the need for a clear national framework for the delivery of Adult Education in Spain, there is no national law governing the responsibilities of the Autonomous Communities. Political decisions governing the PPAE rest with various ministries and there is no inter-ministerial agency to coordinate the work of the various bodies whose actions may overlap or contradict each other. Some Autonomous Communities have drawn up their own laws.[2] These regulations differ markedly from one region to another, both in their underlying principles and in the allocation of resources.

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[1] In 1969, for example, a shortfall of one million school places was recorded.

[2] Andalusia (1990), Catalonia (1991), Galicia (1992) and the Valencian Community (1995)

This lack of coherence is equally true of the control of financial resources, which currently remains in the hands of the Ministry of Labour, emphasising the distinction made by the PPAE between vocational training and general basic education. In a context where vocational training can rapidly prove obsolete, while the acquisition of an all-round, integrated education is increasingly indispensable, such a distinction is of dubious benefit to adult learners. Yet the resources invested in vocational training, despite having proved cost ineffective, remain considerably higher than those given to general education.

Over the past ten years, unemployment, economic recession and the inadequacy of vocational qualifications gained from state-sponsored courses have led to a number of questions being raised about the validity of this approach to training. Unlike vocational training however, general education – dismissed by some as outdated or excessively academic – has yet to be evaluated and its methods and contents critically assessed. Meanwhile, the number of basic education courses available to those with few or no qualifications has shrunk and the number of people participating on them has also declined significantly.

Existing provision of general adult education remains fragmented, and there is very little collaboration between individual institutions. Few new methodologies are being developed to adapt the curriculum to reflect the needs of the modern world such as employment and

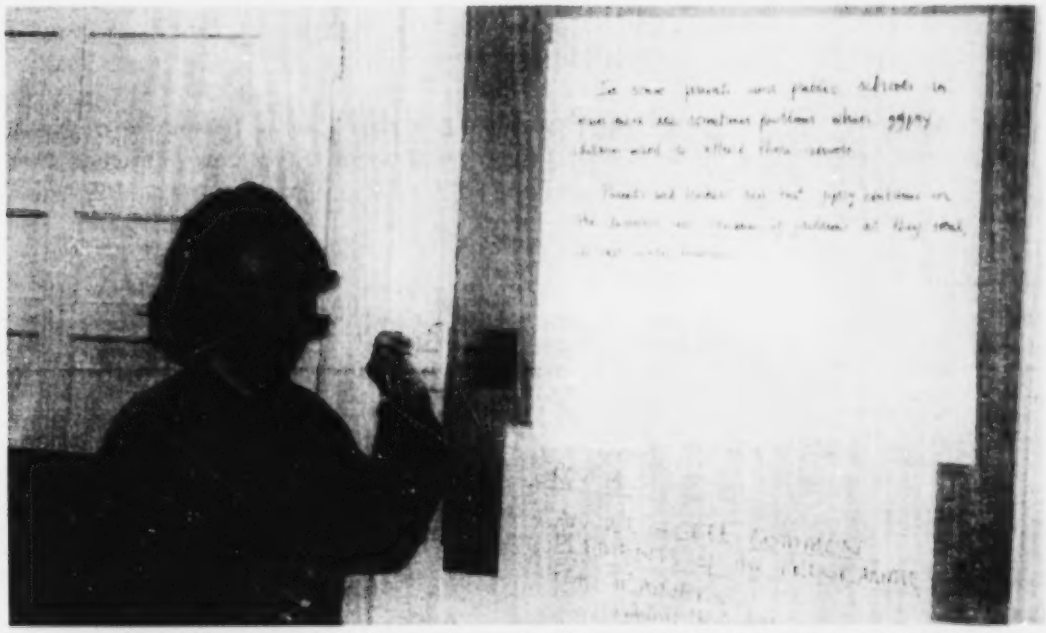

photo courtesy of Cornelia Plesser-Löper, Institute for International Cooperation of the German Adult Education Association (IIZ-DVV), Bonn/Germany

participation in political, civic, economic and cultural life. Teacher training is not governed by a consistent set of principles and teachers tend to be drawn from the Primary (General Basic) Education sector, with little work experience outside this sector.

Thus, while Adult Education in Spain has grown steadily over the past decade and the network of adult education establishments has expanded considerably[3], there are still inadequacies in its coordination and in the level of cooperation between various public and private bodies. Despite reaching an increasing number of target groups, there is still an urgent need to coordinate individual initiatives and to involve the PPAE more actively in the development of a coherent policy.

Black/ Migrant participation

Both in the Constitution and in the regulations governing education and training, the Spanish legal system lays down a range of principles and aims, providing general guidelines for all sectors. They include specific reference to the integration of people from other cultural backgrounds who, because they are socially marginalised, are also disadvantaged in the field of education. However, if these principles are to be furthered, an intercultural approach is needed to the design of educational curricula and syllabuses and in the planning of activities aimed at social integration.

Attempts are currently being made through the Compensatory Education Programme to fulfil the educational needs of immigrants through a policy of equal opportunities and the retention of cultural values. This has largely involved setting up integration projects for ethnic and cultural minorities. Such projects are intended to provide staff and appropriate resources to schools in which there are minorities with specific learning difficulties due to language needs or inadequate prior schooling.

No statistical data is currently available nationally on levels of participation.

[3] Growth in Spanish Adult Education

Academic year	1989/90	1991/9	1993/94
Educational establishments	202	225	216
No. of students	242,932	245,360	253,995
No. of tutors	1,349	1,518	1,509

Source: not supplied

Publicity Flyer: ¿Un Mundo en Blanco y Negro? Solidaridad Internacional

Section Four

PRE-COURSE

photo courtesy of Stephen Leighton

Section Four

PRE-COURSE

PRE-COURSE

Before advertising, recruiting or deciding the content of any educational provision targeted at black, migrant or ethnic minority adult learners, there are a number of pre-course issues to be considered. This is true whether your intention is to target discrete groups of minority learners with already-identified educational needs; or to integrate such learners into existing courses.

Wherever possible, steps need to be taken to actively involve those you hope will benefit from your provision in a process of consultation and negotiation, so that people from minority communities can have a greater say in what is offered to them and how it is delivered. These discussions should also give you, the provider, a vision of the kind of curriculum, services and educational ethos that is most appropriate and accessible.

Traditionally there has been an assumption that it is the role of the education and training professionals to set the learning agenda and determine the priorities and outcomes of courses. Such courses have tended to be ethnocentric in content and delivery, while the students they are designed to attract are invariably perceived to be white Europeans.

Responding to the needs of black, migrant and ethnic minority communities requires a re-evaluation of this approach. Tutors need to re-think the content, marketing and entry criteria for existing courses and, if necessary, to question established approaches. Linguistic, cultural or religious requirements may, for example, mean new facilities or additional human, physical and material resources. However, until some form of communication is established with people who know and can articulate their communities' needs, there is a risk that your provision will either ignore them or be based on speculation, patronisation or stereotypical assumptions.

To encourage the active involvement of minority communities in adult education services, providers need to approach local minority communities as prospective partners whose views and ideas are central to the development of their service and the learning opportunities they offer.

Your efforts to develop a curriculum that will attract more black, migrant or ethnic minority learners will also need to be guided by a clear vision of the kind of multi-cultural learning environment you and your colleagues wish to create. If you are able to develop and implement an active Race Equality/ Anti-discriminatory policy that is 'owned' by staff and students alike and endorsed by local minority communities, your organisation's good intentions have a far better chance of being translated into positive, non-discriminatory practice.

This work does not need to be done in isolation. A lot can be gained from external contacts. Providers and tutors need to develop networks with other local providers and agencies that are in touch with the day to day realities of black, migrant and ethnic minority people living in their catchment area. Outreach initiatives have also proved to be an effective way of gaining greater institutional insight into the needs of marginalised learners , particularly where they can be encouraged to become actively involved in decisions about where, when and how the provision is delivered.
Other important considerations at the pre-course stage are the methods used to market and publicise what is available; and the preparatory work that needs to be done with potential students to ensure that their aspirations are realistically and sympathetically addressed.

This section will look at some of the key areas that need to be addressed before a course of education or vocational training begins. The focus is on practical strategies for reaching potential learners, developing and implementing your Race Equality/ Anti-discriminatory policy and ensuring that your advice and guidance services are accessible and user-friendly.

photo courtesy of The National Organisation for Adult Learning (NIACE), Leicester/Britain

REACHING THE LEARNER

Reaching potential black, migrant or ethnic minority learners, whether as isolated families and individuals or as already-identified (and possibly self-organised) groups, begins getting to know your catchment community and opening up the available channels of communication between your organisation and people in those areas or minority communities you are hoping to reach.

This section identifies five key strategies that will help in your organisation's efforts to reach out to marginalised groups:

- profiling
- consulting
- networking
- marketing & publicising
- outreach

photo courtesy of the Interculturee! Centrum voor Migranten, Brussel/Belgium

PROFILING

Profiling involves developing an accurate, up-to-date picture of a community's social and economic status – for example, where and how people live; the proportion who are elderly, young, disabled, employed or unemployed; the kind of work they do; the status of their health and housing; their access to transport, social and educational facilities; the kind of leisure activities they do; and any other relevant information that can help the staff in your organisation gain a detailed understanding of the communities it wishes to cater for.

No organisation, whatever services or products it supplies, can expect to succeed without knowing who its potential and actual customers are. Your efforts to gain a comprehensive overview of your catchment area and minority communities that live there should therefore be seen as a priority.

Although the quantity and quality of statistical data will differ from one country to another, demographic and socio-economic profiles based on the most recent census findings are usually available from the appropriate governmental, regional or municipal department. These should provide a local or regional overview of ethnic origins, social class, levels of unemployment, poverty and social deprivation.

Where this information is inadequate, it can be supplemented with additional information from other sources. For example, agencies and research organisations that specialise in issues to do with race and ethnicity can usually supply a wider, national overview (See address lists in Section Two).

Gaining an insight into the levels of black/ ethnic minority take-up of adult education classes and the reasons why local people may or may not be attracted to particular courses could prove more difficult. If no-one else has attempted it, you may find it necessary to conduct some research of your own, using the results of telephone research, street surveys, radio phone-ins, questionnaires, meetings with community representatives or discussions with groups of potential and existing students to establish the barriers to access and gaps in provision or services that inhibit ethnic minority participation.

Just as important as the changing profile of local minority communities is the profile you develop of your own organisation. If they are not already in place, you will need systems and procedures that will enable you to monitor all student applications and enrolments for ethnicity and nationality, identifying any cultural, religious or second language requirements and – most importantly – reviewing and circulating the results. This ensures that staff in your organisation are equipped with both the information and the evidence they need to respond appropriately.

Ethnic monitoring may, for example, reveal that a large number of students on a particular course are asylum-seekers; or that the few black students on a mainstream vocational course

have dropped out within weeks of enrolling. By identifying where your ethnic minority students are over or under-represented and by carefully monitoring their progress, your organisation will be better able to pinpoint any necessary changes or initiatives, such as additional language support or staff development.

Once this information is combined with an awareness of the wider socio-economic context from which you draw your potential students, the relevant policies and initiatives are not only easier to formulate – they are also easier to defend and justify.

✓ Profiling / Checklist

Do we...

- have access to an up-to-date socio-economic profile of our area, including the size, composition and status of local black, migrant and ethnic minority communities?
- have a detailed and up-to-date ethnic profile of our student population, including national, religious, linguistic and other minority groups?
- monitor black, migrant and ethnic minority take-up of all courses and classes for evidence of under or over-representation, drop out, achievement and progression?
- include this information in course team agendas, staff development discussions, curriculum reviews and when planning future provision?
- subscribe to specialist journals and research publications that highlight issues to do with racism and ethnicity, and ensure that relevant information is circulated and discussed?

photos courtesy of Kontakt der Kontinenten, Soesterberg/The Netherlands

CONSULTING

Effective consultation is about creating and maintaining a dialogue with individuals or local groups, with the aim of gaining real insights into their educational needs and aspirations. It should be seen as a collaborative, two-way process from which both parties can learn, rather than as a one-off exercise from which only the organisation stands to benefit.

Depending on the density and diversity of the local ethnic minority population, you may find it necessary to either join or establish a forum where people from different communities can articulate their educational needs and evaluate their experiences of available provision.

Even in areas where the ethnic minority population is relatively small, the likelihood is that there will be at least one organised group that seeks to act as its 'voice'. Much can be gained from making contact with such groups to request help and advice with developing a curriculum that is relevant and accessible to those they represent. If no organised groups exist in your immediate area, contact can be made with those in nearby-by towns or cities.

Whatever the context or methods of consultation you decide upon, your approach needs to be flexible enough to accommodate a number of different viewpoints from within any one minority community. Class, gender, religion, political conflict and other differences are all too often overlooked in the desire to lump all 'foreigners' or non-whites into one homogenous group, meaning that only one of many potential voices gets to be heard.

Large, inhospitable meetings, rigid committee structures or agendas that are entirely institution-led can stifle diversity of opinion and reinforce the already-existing imbalance of power. They may also prove too intimidating to encourage a meaningful exchange of views. Small, informal discussions, or social events when both food and opinions are shared, can be just as valid.

It may be appropriate to employ workers in a variety of roles who are familiar with the customs and languages of local people and can, where necessary, act as their advocates. This is one way of encouraging on-going consultation and feed-back. However, such workers, particularly if they are from ethnic minority communities, are rarely the decision-makers. It is the task of managers to ensure that there are regular opportunities for feedback and that they act upon the suggestions or criticisms received by finding ways of dismantling barriers to access, such as the cost, location or lack of childcare facilities, and identifying the resources needed to bring about positive and lasting change.

✓ Checklist

Do we...

- discuss ways of promoting, publicising or delivering training and education opportunities with a representative range of people from local black, migrant and ethnic minority communities?
- encourage suggestions and criticisms from existing students via end-of-course reviews, termly student evaluations and/or one-off written or verbal questionnaires?
- organise public meetings, taster sessions, open days, street surveys radio phone-ins or similar opportunities for marginalised communities to learn about, experience and/or evaluate our existing provision?
- take account of the diversity within local minority communities based on discussion of their different needs when planning and developing the curriculum?
- employ a representative number of ethnic minority workers who have knowledge of the relevant communities and can act as advocates?
- have effective procedures in place for feeding back and implementing the views and suggestions we receive via the consultation process?

photo courtesy of the Interculturesl Centrum voor Migranten, Brussel/Belgium

AKZO-FIBERS: Consultation to improve Turkish employees' participation in training

This case study describes a company initiative in Ede, Holland involving consultation with Turkish employees and specialist advisers that led to improved facilities for workers, higher attendance levels at work and a marked increase in the number of Turkish employees involved in Basic Education and workplace training. As a result of this consultation exercise, a partnership was developed between the company and local basic education providers which ensured that courses could be tailor-made to meet Turkish employees' identified language needs, as well as offering them opportunities to gain better qualifications and improve their employment and long-term promotion prospects.

In 1992, some 270 Turkish people were employed by AKZO- Fibers in Ede, Holland. The required level of Dutch for immigrant workers was not very high – employees simply needed to be able to write and to follow simple instructions. A programme of training and consultation was undertaken, aimed at improving relations with Turkish employees, reducing disproportionately high absenteeism and generally creating a more responsive working environment.

Middle managers at AKZO-Fibers underwent a programme of staff training designed to raise their awareness and understanding of the cultural and religious needs of ethnic minority workers. Turkish specialists were consulted and open discussions were held with employees, aimed at identifying the improvements they would like to see and finding ways to address the cause of disproportionately high sickness levels, especially during the Summer holiday period.

As a result of this consultation exercise, a number of changes were introduced in the workplace. For example:

- in the canteen, the dietary needs of Muslim employees were taken into account – there are now two deep-fryers, one for pork only, the other for all other foods
- during Ramadan, the company gives Turkish workers the day off to celebrate 'Sugar and Sacrifice Day'
- active links have been made with local basic education institutions and training programmes have been developed that are designed to produce qualified employees from ethnic minority groups

There were several positive outcomes from this consultation exercise. Absence due to illness among Turkish employees is now down to the same level as for employees from other ethnic groups. As a result of the company's links with local basic education institutes, there has been an influx of new, better-qualified employees, and half of all applicants are now from ethnic minority groups. A programme of Dutch for business purposes has been developed for immigrant workers, who may now study for up to 25 hours a week to improve their language and communication skills in the workplace.

NETWORKING

Networking involves establishing formal and informal links with agencies and individuals who share a common interest in the welfare and education of a particular community or social group. Its purpose is to encourage the regular exchange of views and ideas between colleagues and community representatives who come from different working contexts and can therefore provide a range of different perspectives. Networking can also have a supportive or campaigning function, particularly where workers are isolated.

If the needs of the local black, migrant and ethnic minority population are a concern for your organisation, it is likely that there are people working in other local organisations and agencies that are equally keen to address them. Whether their work is voluntary or statutory, they will probably be well aware of the social, economic and educational needs of minority communities, and as such they are potential partners in your organisation's efforts to identify and respond to them.

Establishing your network will usually involve identifying individual staff or students who can represent your organisation on local committees or liaise regularly with key workers in other organisations. Your aim should be to locate and make contact with potential allies – both organisations and individuals – whose work or campaigning activities bring them into regular contact with the minority communities you are trying to reach.

Vital to the networking process are the channels that are set up for communicating, sharing and acting upon any information or suggestions they bring back. These can be both formal and informal, but whether you choose to hold regular meetings, to exchange written information or to communicate via a telephone tree, those involved should be clear about the extent of any commitment they are making. To minimise unnecessary conflict, it is useful to establish explicit ground rules on issues such as confidentiality and the use of shared information.

Your networks should be flexible enough to accommodate new people as well as different ways of working together to achieve your common objectives.
Whether joining an established network or setting up your own, it is helpful to agree common goals and clarify the role individuals and their organisations can play in helping to achieve them.

Networks are not simply a means of exchanging information. They provide an invaluable forum for debating controversial issues, developing common or integrated responses to local needs, negotiating partnerships and lobbying or campaigning for change. Small providers may also find training and staff development activities become more viable if thrown open to other network members.

✓ Networking Checklist

Do we...

- network with key workers in other organisations that cater for the social, educational and/or welfare needs in minority communities – for example, youth, social and health workers and others who are in daily contact with the communities we wish to reach?
- liaise regularly with people who work in cultural, religious or community centres, voluntary organisations, community language classes and ethnic minority shops and businesses?
- exchange views and information with people from a range of organisations involved in the delivery of education, advice and welfare services to minority communities – and discuss with them any implications for future provision?
- encourage involvement by staff and students in relevant committees, campaign groups, community networks and specialist working parties?
- provide effective channels of communication for staff involved in external liaison and networking activities?

photo courtesy of Kontakt der Kontinenten, Soesterberg/The Netherlands

Oberhausen Intercultural Learning Network (NIL)

NIL is a network comprised of a number of different educational and counselling bodies which have joined together in order to introduce and support more intercultural learning and to make it easier for migrants and ethnic minorities to have access to adult education and out-of-school youth work.

The current membership of the Oberhausen Intercultural Learning Network includes a number of social, religious and educational organisations who share a common interest in the promotion of intercultural learning:

- Arbeit und Leben (Work and Life)
- Catholic and Evangelical social organisations
- Friedensdorf Education Committee
- John-Lennon-Platz Youth Centre
- Mühlheim and Oberhausen Regional Office for the Promotion of Foreign Children and Young People
- Oberhausen Community Adult Education Centre
- Oberhausen Foreigners' Sub-committee
- Oberhausen Schools Department

The aims of the network are:

- helping to foster social peace and understanding between people
- encouraging dialogue between people from different cultures
- developing ways of combating racism
- changing institutional structures in order to achieve these aims

These aims are pursued through a range of activities, including the discussion and sharing of information at regular, scheduled meetings and co-operation in the delivery of specific local provision. The network's activities include:

- planning and delivering intercultural continuing education provision
- the publication of a joint calendar of events
- organising in-service training for tutors involved in intercultural education
- promoting information and public relations aimed at challenging racism and xenophobia
- providing advice to tutors and groups who are working or intending to work in an intercultural context

NIL's membership meets once a month. Their working methods include:

- sharing staff and financial and material resources
- joint public relations
- joint planning of events
- organising joint continuing education activities
- creating a joint pool of information

It is an open network which cooperates with additional partners for particular activities, as appropriate.

Contact Address:
Netzwerk Interkulturelles Lernen Oberhausen (NIL)
Arbeit u. Leben Oberhausen
Elsäserstr. 26a
46045 Oberhausen

Network of the Federación de Asociaciones de Educación de personas Adultas (Federation of Adult Education Associations, FAEA)

The Federation of Adult Education Associations, FAEA, is a non-profit making non-governmental national network founded in 1984. It brings together 54 associations from throughout the Spanish State which, despite differing principles and activities, have the common aim of developing and exploiting the potential for a holistic, popular model of adult education based on mutual solidarity.

The basic aim of FAEA is the development of Adult Education, to which end it encourages the exchange of experiences and co-ordination between the various federated groups, puts forward suggestions for alternative, open and progressive action, and acts as a valid channel of communications with the various regional, national and international agencies.

The shortage of educational materials that are suited to the educational needs of foreign immigrants led FAEA to propose and sign an agreement with the Ministry of Education and Culture in April 1996 for the development of the CONTRASTES method (a Literacy Method in Spanish as a Foreign Language).

Starting from an intercultural perspective, the aims of the project go beyond the purely educational, since CONTRASTES sets out to:

- analyse policies on migration and take action on the living conditions of the immigrant population in host countries;
- promote the involvement of immigrants in the social and cultural life of host countries;
- enhance mutual reflection on people's own cultures, going beyond ethnocentrism, stereotypes and discrimination, and encouraging appreciation of interculturalism and a mixing of cultures;
- explore the concept of literacy and basic education for foreign immigrants in a language that is not their own.

These aims have taken concrete form through the publication of a Literacy Method which brings together the political context of immigration, an intercultural interpretation of different aspects of the sphere of education, and the methodological basis of the project; and the development of a Teaching Model which contains nine work modules for participants and three teaching guides for teachers.

The modular structure and teaching units allow for the development of topics of basic interest such as work, housing, getting by in the street, transport, immigration and the legal framework. It also includes modules on physical and mental health, sexuality, food and nutrition, personal relations, the environment and consumption, humour in different cultures, art and expression, women and men in the world, and global interdependence.

The CONTRASTES Literacy Method in Spanish as a Foreign Language is the official material used by the Education Centres of the Ministry of Education and Culture of the Spanish State.

Contact Address:
FAEA, Paseo Fernando El Católico, No 29
1º Izda, 50.006 Zaragoza, Spain

European EMPLOYMENT-AGIR network "Combating social and occupational exclusion" and European support project in Germany

Cultural careerguidance and vocational qualifications for people with special difficulties – especially for ethnic minorities

1. Starting position for the development of the European AGIR network

In spring 1995, after many years of transnational partnership in numerous bi-lateral and multilateral adult and continuing education projects, the national and regional umbrella organisations of local-level adult and continuing education from Germany, France, Ireland, Portugal, Spain and the United Kingdom established the European network and support project "Combating social and occupational exclusion", "Agir contre les exclusions sociales et professionnelles (AGIR)" (European title) with the sub-titel in Germany which translates as "Vocational orientation and vocational training for people with special difficulties – especially ethnic minorities.

Within this network, trainers from local courses for disadvantaged groups especially of ethnic minorities have joined forces under EMPLOYMENT-NOW, HORIZON and YOUTHSTART projects to pursue the European objective of which the content and methods are outlined above.

The overall idea of the European EMPLOYMENT-AGIR network is to safeguard quality and to provide further training for trainers from EMPLOYMENT projects in order to combat unemployment and to find jobs for people with special difficulties. Such persons include:

1. German youth with special difficulties and longterm unemployed youth

2. Youth of ethnic minorities for example
   - ethnic resettlers form Poland, Romania, Hungary and the former USSR or
   - ethnic minorities without German citizenship, most of whom were born in Germany and come from countries from where Germany once recruited workers (Greece, Italy, Ex-Yugoslavia, Morocco, Portugal, Spain, Tunisia and Turkey).
   - asylem-seekers from Kosovo-Albania, Turkey, Afghanistan, Sri Lanka, Iran, Iraq, Vietnam, Somalia, Rwanda, Albania, Ethiopia, etc.
   - de facto refugees, and war and civil war regfugees from Iraq, Bosnia-Herzegovina, Somalia, Liberia, Rwanda, Afghanistan, Sri Lanka, Chechnya, and elsewhere.

3. Woman with special difficulties and longterm unemployed women

4. Ethnic minority women
   - resettlers
   - women from former recruitment countries (see above)
   - women those entitled to asylum (see above)
   - de facto, war and civil war refugees (see above)

2. The aims of the European EMPLOYMENT-AGIR network

German and Ethnic minority youth unemployment or repeated and prolonged periods of unemployment among German women and ethnic minority women requires European-oriented integrative vocational training that incorporates the findings of research into interculturalism in its content and methods.

In order to achieve this overal aim, the mentioned partners have developed the European EMPLOYMENT-AGIR network.

The aim of the EMPLOYMENT-AGIR network at European level was to pursue the following goals.
- Development and networking of systematic transnational EMPLOYMENT partnerships to promote intercultural vocational training
- Evaluation of recent practical models relating to intercultural careers guidance – especially with regard to the belated completion of school-leaving qualifications and the transition from school to the working world
- Evaluation of recent practical models relating to intercultural vocational qualification courses in information, communications and environmental technologies, ecological services, tourism and health and caring professions
- Evaluation of innovative intercultural approaches to labour organisation and of integration into regular employment systems
- Development of and global learning advisory qualifications for trainers, including anti-racism training
- Examination of the transferability of more recent practical models relating to regionally orientated and target group-specific qualifications and employment policies in other regions of Europe

3. The cooperation in the EMPLOYMENT-AGIR network

In order to provide information about careers guidance and intercultural vocational qualification courses for the disadvantaged in the various AGIR countries, the AGIR partners jointly produce the AGIR newsletter twice a year in German, English, French, Portuguese and Spanish.

In addition, committee meetings and continuing training courses are held several times a year at national level in all AGIR partner countries.

The first European AGIR seminar entitled "Introduction to the European EMPLOYMENT-AGIR network" took place in Montpellier in the spring of 1996. The second AGIR seminar focusing on "Methodology in training persons in difficulties, especially ethnic minorities in EMPLOYMENT projects" was held in October 1996 in Munich. The third European AGIR seminar was held in Limerick in the spring of 1997 and dealt with problems relating to "Core skills development for trainers". The fourth AGIR seminar tackled the subject of "Evaluation" in November 1997 in Spain.

The Institute for International Cooperation of the German Adult Education Association evaluated the EMPLOYMENT-AGIR network and published the results in three books[1]

Contact Address:
Institute for International Cooperation of the German Adult
Education Association (IZZ/DVV)
Cornelia Plesser-Löper, Programme Manager
Coordinator for Germany
Obere Wilhelmstraße 32
53225 Bonn
DE
tel.: 0049-228/9 75 69-0
fax: 0049-228/9 75 69-55
direct fax: 0049-228/4 00 63 30

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1 – *The European Social Fund in the period 1994–1999*
Materials for adult and continuing education to combat unemployment amongst young people and women with difficulties.
Compiled by Cornelia Plesser-Löper and Anja Weber
Institute for International Cooperation of the German Adult Education Association
Bonn 1995
– *Praxismodelle der beruflichen Bildung für Benachteiligte*
Europäisches Netzwerk zur Bekämpfung von sozialer und beruflicher Ausgrenzung
Compiled by Cornelia Plesser-Löper and Petra Laux
Institute for International Cooperation of the German Adult Education Association
Bonn 1996
– *Interkulturelle Berufsbildung in der Globalisierung*
Bonn, 1997

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MARKETING & PUBLICISING

Effective marketing and publicity in an adult education context involves a readiness to identify your potential students, establish their educational needs, interests and aspirations, and use a variety of methods and media to convey information to them about available learning or training opportunities.

Communicating information about courses and services has traditionally relied on organisations giving out written information to those who know how and where to enquire. This approach often assumes a literate client group that knows where to find the information, can 'de-code' educational jargon and has a basic understanding of how to negotiate their way through the educational system.

Such assumptions should not be made about black, migrant and ethnic minority learners particularly refugees, asylum-seekers and people from countries where literacy levels are low or verbal forms of communication are preferred. Due to a continuing reliance on oral traditions, they are far more likely to rely on family, friends and community grapevines for warnings or recommendations about local educational services. As such, word-of-mouth publicity can play an important role.

Organisations need to acknowledge the many institutional barriers created by inappropriate or inaccessible language and lack of access to relevant information. The challenge is to find more innovative ways of conveying your messages, publicising your provision and encouraging black/ ethnic minority take-up of available learning opportunities.

Consulting targeted groups of potential adult learners – for example, asylum-seekers, Muslim women, people who need to develop their language skills, or unemployed school leavers – will help your organisation determine the kind of verbal, visual and printed information that will attract them and the forms it could take. Taking this kind of information out into the community – for example, into schools, youth clubs, social and cultural venues or religious centres – is another effective marketing strategy.

As well as recognising the importance of word-of-mouth recommendation and other forms of publicity which do not take literacy or fluency for granted, you will need to take steps to ensure that any written publicity actively assists and encourages those who read it. Printed information is usually loaded with culturally specific messages and assumptions. It is therefore not enough to rely on a single publicity source, such as a leaflet or a prospectus.

Nor is it enough to simply translate existing publicity into the main community languages. You will need to include positive images of minority students, user-friendly headings, accessible, relevant information and a prominent commitment to racial equality, all of which are just as essential in your efforts to attract a more diverse clientele as the use of community languages and cultural references that are clear and easily understood.

✓ Marketing & Publicity Checklist

Do we...

- promote our courses and services at community venues, campaign meetings, festivals and other ethnic minority gatherings and celebrations?
- use alternatives to the written word – for example, advice stalls at community events, open days and open evenings, advertisements on local radio, videos and/or mobile exhibitions?
- monitor all our publicity, whether written or verbal, for clarity, jargon and accessibility?
- include positive images and positive messages about black, migrant and other ethnic minority learners in all publicity?
- request space to display community language posters and publicity leaflets in ethnic minority shops and businesses, community centres, places of worship, local housing estates, hospitals, schools, doctors' surgeries, welfare and advice centres and other venues that are frequented by members of local black, migrant and ethnic minority communities?
- organise 'taster' sessions or short introductory courses that allow potential students from minority communities to get an idea of what a course involves before committing themselves?
- encourage active community participation in recruitment incentives by women, students and other people from local ethnic minority communities – for example, photographs of their learning and cultural activities, individual success stories, ideas for publicity designs or other approaches that will attract non-traditional learners?

Bielefeld Volkshochschule Action Day, Germany

Shortly before enrolment for the 1994 winter semester, the Bielefeld Volkshochschule (VHS) distributed information about its programme at the weekly market. This initiative was initiated by the Head of the Department of Literacy and Health, Frau Döbert, who described the project in the following interview:

Where did the idea of handing out information at the market come from?
Despite our very active publicity, there are many people in Bielefeld who don't know what a community adult education centre is or who don't come to us because they are frightened of setting foot inside. This particularly applies to those who are disadvantaged educationally or to people for whom continuing education has thus far meant nothing. Foreign citizens often have additional problems in that VHS prospectuses make no allowance for their language needs. We set out to reach all those groups who don't usually take part in our continuing education programmes.

What steps did you take?
Continuing education tutors and some of the Heads of Department set up a market stall decorated with VHS emblems and posters, and distributed the VHS prospectus. We spoke to people visiting the market and helped anyone who wanted to fill in an enrolment. Course tutors also gave practical demonstrations of coursework such as silk painting and calligraphy. They made cards for people visiting the market and art tutors drew people's portraits. Every department took part.

How did people visiting the market react to your stall?
Very positively. Many of them asked what else the VHS has to offer and were very surprised at the wide range. Others wanted advice about what course would suit them best. We were able to remove some of the indecisiveness and fear of approaching us by answering questions directly and many of them enrolled for courses on the spot. Most people were motivated by our personal approach and the sample demonstrations to ask questions and seek advice. Only a few people reacted negatively.

Did foreign citizens (Ausländer) require a particular approach?
No, they learnt about the VHS programme in conversation and many took the opportunity to enrol. They were interested and wanted more information.

How do you rate the success of this activity? Were you able to reach people who would not otherwise have attended VHS courses and events?
I think it was a very positive experience. We had a large number of conversations with people, we were able to distribute prospectuses to people whom the VHS would not normally reach and we accepted many enrolments from that group. The experience showed us clearly how inhibiting the usual bureaucratic hurdles are and how much more motivated people feel when they are approached directly.

Contact Address: Volkshochschule der Stadt Bielefeld, Heeperstr.37, 33607 Bielefeld

OUTREACH

Outreach work involves taking 'tailor-made' courses and services into local communities, as part of a 'learning partnership' in which local people are encouraged to play an active role. When developed through consultation and negotiation, outreach can be an effective way of compensating for the gaps or barriers that discourage black, migrant and ethnic minority access to mainstream provision by offering responsive, less intimidating provision at local community venues. As such, it can help build a relationship of trust with marginalised groups who are unable or unwilling to access existing services.

When appropriately planned and funded, outreach classes can remove initial barriers such as financial constraints, inadequate childcare, lack of language and learning support, inappropriate timing or inflexible entry criteria. By making efforts to provide off-site learning activities in familiar, local venues – including, where appropriate, tuition in people's own homes or their mother tongue – outreach classes offer a familiar and enabling learning environment. As such, they offer people in ethnic minority communities a vital first step onto the educational ladder and encourage long-term participation by under-represented groups.

Outreach classes are most successful when they are developed with rather than for those they are intended to benefit. The most effective outreach work is designed to encourage individuals or groups to become actively involved in decisions about what kind of advice services or classes they need; to contribute their own skills and resources; and to help with the planning and organisation of learning activities.

Selecting the right people to perform the role of outreach worker is essential. Their role is likely to call for unconventional ways of working, a knowledge of the target community's language, a sensitivity to religious customs and cultural norms, and a readiness to work unsocial hours. Outreach workers also need proper organisational support – including supervision and training. They will need to feel confident that they will be given sufficient resources and managerial backing for any outreach initiatives, particularly those requiring institutional flexibility or non-traditional approaches. Their work is more likely to succeed if the organisation is able to establish clear lines of communication and mutual accountability between outreach workers, their managers and co-workers and members of the ethnic minority communities involved.

✓ Outreach Checklist

Do we...

- have evidence to support the need to target specific groups within local minority communities – for example, isolated women, young people, parents and carers, people with disabilities or people with particular language needs?
- employ outreach workers who are familiar with the languages, religions, cultures and educational needs of local black, migrant and ethnic minority communities?
- organise classes and/or advice and guidance sessions in accessible local venues?
- arrange home visits and/or home tuition, where appropriate, to develop closer ties with people in local communities and gain their confidence?
- provide support, supervision and training to ensure that outreach workers are not isolated or marginalised and can perform their role effectively?
- have monitoring and review procedures in place to ensure that outreach workers are accountable both to the institution and to the communities they are working with?
- provide the human and material resources to meet any identified religious or cultural requirements such as single-sex provision or mother-tongue teaching?
- familiarise participants with other, more traditional forms of provision and ensure that support and guidance is available for people who want to progress onto mainstream courses?
- provide accreditation for community-based courses?
- offer appropriate routes for outreach students into employment, training, further or higher education?

Belgrave Behano, Leicester (UK)
Community Outreach work with Asian women

Belgrave Behano is a long-standing voluntary community project which works to actively address the needs of local Asian women in the Belgrave area of Leicester. Established in 1979, it offers a comprehensive Basic Education programme, including computing, book-keeping and Childcare courses; counselling and referrals; a library, meeting space, an after-school playscheme and an exercise studio. It also runs an Employment training project and a Housing project. Educational and cultural activities are given a high profile, alongside social and recreational events which attract family members of all ages.

Belgrave Behano is based in the heart of the Gujerati-speaking community in Leicester and works in close partnership with the women it serves and their families. Women of all ages may attend the centre either on a drop-in basis or to follow particular courses.

Despite its general accessibility to local women, there are still some who are isolated or unable to come into the centre due to age or mobility problems. The premises have restricted space, and there is no wheelchair access to the upper floors. Outreach work enables trained volunteers to offer English Language classes in people's homes, either on a small-group or one-to-one basis.

By developing its partnership with Age Concern, a voluntary organisation catering for the needs of the elderly, the centre is also able to offer transport and a local pick-up service to elderly or disabled people who prefer to come into the centre to attend classes. Some are offered 'tasters' or one-off classes to give them the opportunity to try something new and encourage them to develop new skills and interests.

Home tuition caters for those who are unable to access this provision. It offers a valuable service, particularly to women and elders who may be housebound or whose mobility is impaired. In particular, it aims to reduce isolation and raise individual's confidence so that people with limited English skills are better able to communicate with their English-speaking neighbours and younger relatives, as well as with doctors, house-callers and telephone enquirers.

Contact Address:
Belgrave Behano Women's Centre
14 Melrose Street
Leicester LE4 6FA
Tel.: 0116 266 7673

Oemi Tarbia on-site project: play at home and educational support for ethnic minority families, Parkwijk, Turnhout – Belgium

The "Oemi Tarbia" project ("my mother and education" in Arabic) is an initiative that aims to promote creativity through play at home among children of immigrant backgrounds. The aim of this outreach project is to reduce and prevent the late development of ethnic minority children's aptitude for play.

A lack of toys and organized opportunities for play affects many minority families. This project is based on the premise that if children develop their cognitive and social skill at play, they are more likely to acquire the skills needed for success at school.

A project worker visits families in their home and assesses the child's level of development. Their role is to define the child's needs in terms of aptitudes that require stimulation and to select suitable play materials from the mobile toy library. The toy or game is then explained and practised with the mother and child and lent to the family for one week. At the end of the week, the worker collects it and, with the assistance of the parents, assesses its impact.

Besides this individual stimulation approach, information is offered to parents about the importance of play for children's development. Parents are encouraged to help their children in their games and to practise language learning. Later, they are offered the chance to take part in afternoons dealing with different topics including methods of play and subjects associated with children's education. These sessions, which may be held in local schools, enhance contacts between parents and the school.

'Oemi Tarbia's' evaluation criteria include evidence that

- the child is familiarized with play and play material
- the child is capable of sufficient concentration
- the child is developing his or her knowledge of language normally
- the mother is aware of children's development and of the importance of play
- the mother is capable of organizing and creating the conditions necessary for play (space, material, etc.)
- there is interaction between the mother and child in play and in the child's development
- the child attends pre-school classes
- there are contacts with the outside world, breaking through the mother's isolation
- collective equipment is used: crèches, libraries, etc.

Contact Address:
"Oemi Tarbia" project
Locaal Integratiecentrum Welkom
Otterstraat 109 bus 1, B-2300 Turnhout, Belgium
Tel.: +32-14 42 06 69 Fax +32-14 43 95 96

Basic pre-vocational training for young refugees

(Berufshinführende Grundausbildung für jugendliche Flüchtlinge)

An EMPLOYMENT-YOUTHSTART project in cooperation with the European Commission

This project consists of three full-time courses over a two-year period, involving a maximum of 60 young refugees in outreach work.

1. Objectives

Young refugees are to be brought together in the district they live through this vocational project and, thanks to preparation for training in the form of language classes and training of a more general nature, be adequately prepared to take up a training course. In individual cases it will also be possible for participants to complete (belatedly) their general secondary school leaving certificate, an absolute prerequisite in Bavaria for many vocational training contracts that lead to qualifications.

In view of the fact that, unusally, the area covered by the Munich and Upper Bavaria employment office has an excess of training vacancies available, particularly in handicrafts and in the caring professions, young foreign nationals, even those who have only been resident in Germany for a short period of time, have a good chance of finding a suitable place on completion of such a pre-vocational training course.

2. Target group

Young refugees and asylum seekers, predominantly from the former Yugoslavia, but also from other regions crisis in the world, e.g. Afghanistan and various African countries.

Since the fragmentation of the former Yugoslavia and in particular since the civil war in Bosnia-Herzegovina, the numer of aliens immigrants in Munich has risen in leaps and bounds. The majority of these aliens are refugees but the new arrivals also include the families of immigrants alreday settled in Germany.

In addition, these new arrivals include refugees and asylum seekers from ofther crisis regions of the world. A large percentage of these refugees are between the ages of 15 and 18. The problems faced by these young people include: schooling interrupted by confusion of war, experiences and trauma which they have not yet come to terms with, linguistic difficulties, gaps in their education, misinformation about the German education system and a life style on the friuges of our society.

At an age at which young people are usually fully occupied preparing for a suitable place in society by acquiring academic or vocational qualifications, these young people are cut off from the normal chances on offer to Germans and foreign nationals with secure status under German law. Furthermore, predominantly left to their own devices, refugees' lives are, in practice, normally characterised by a high level of social isolation, which represents a grave danger to their development.

3. Course content
Insight into different occupational fields, special language coaching and general education classes. Opportunity to prepare for a general secondary education qualification, the prerequisite for many occupations that require training in Bavaria.

The following subjects are taught in a vocational manner: metalwork, electronics, computing, crafts and design. The project also enables participants to complete work placements over several weeks in selected companies, so that they can experience a real working environment for themselves.

Depending on their standard of German and general education, the young people remain in the outreach programme for one to two years. Vacancies arising in the meantime can be filled with new participants.

The young people are provided with social counselling and assistance throughout the project.

4. Transnational cooperation
Not just in Germany, but in practically all the EU Member States, refugees pose a pressing social problem which, if it is to be tackled in a humane way, requires great effort. No direct exchange programme for the participants can be organised within this project because of the legal status of refugees in Germany – nevertheless, thanks to meetings between the staff involved in these projects, new learning practices are encouraged and the project leaders gain a better understanding of the different circumstances that young migrants face in different EU states.

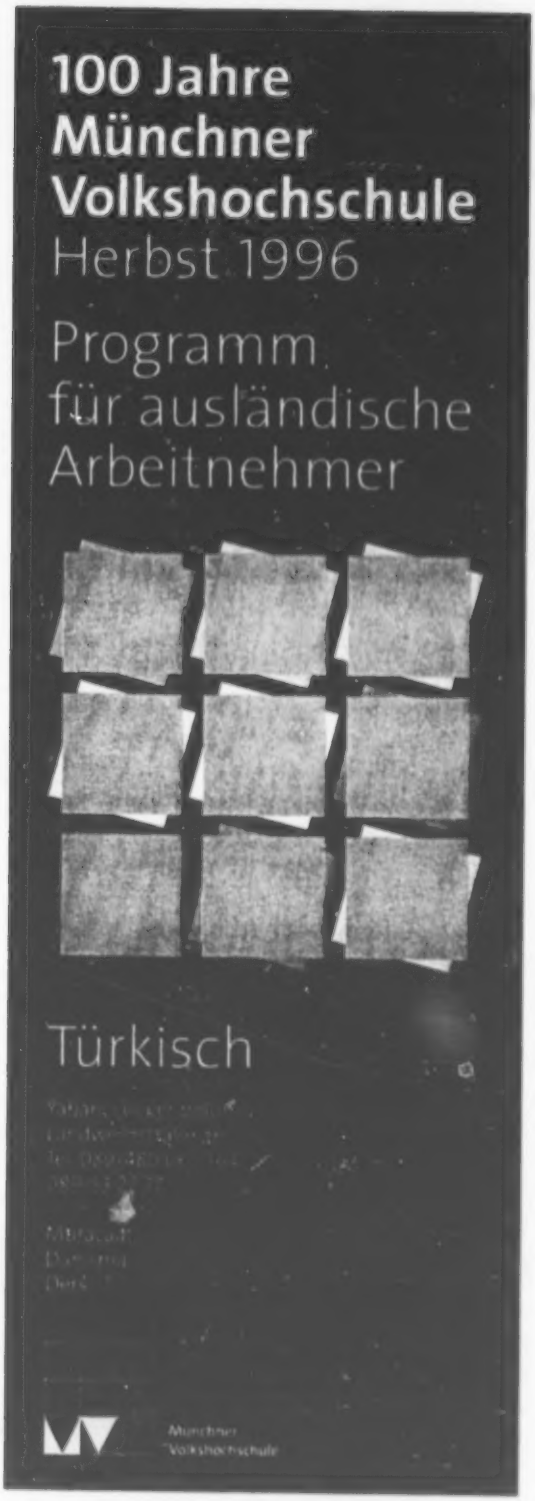
Exchanging experience with project organisers in other EU Member States will not only help to broaden participants' own horizons but could also help develop approaches at European level for the successful occupational integration of young refugees, a move which at the same time keeps open and/or facilitates the possibility of reintegration in their country of origin at a later date.

The transnational partners involved in this outreach project are:

- Universidad Popular de Ronda, FEUP – Ronda, Marioano Lara Teo, Plaza de la Merced 2, 29400 Ronda, Málaga, Spain
- DAFCO-Toulouse, Mme S. Prat, 17, Rue de l'Espinet, 09003 Foix Cedex, France

All the three transnational partners participate in the European EMPLOYMENT-AGIR-Network.

Contact Address:
Münchner Volkshochschule
Landwehrstraße 46
80336 Munich
Germany
Tel.: ++49 89/4 80 06-163
Fax: ++49 89/5 43 97 73
project leader: Dr. Johanna Vogel, head of department



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REACHING THE LEARNER

Addresses in Britain:

Further Education Development Agency (FEDA)
Dumbarton House, 68 Oxford Street
London W1N ODA
Tel: 0171 436 0020

FEDA – formerly known as the Further Education Unit(FEU) – promotes quality in teaching and learning through curriculum development and support for further education institutions in the form of curriculum design, research, project work, training and consultancy. Has published a variety of publications under its former name FEU including Staff Development for a Multi-Cultural Society, a comprehensive staff training pack aimed at tutors in Further Education

NIACE: The Adult Learning Organisation
21 De Montfort Street, Leicester LE1 7GE
Tel: 0116 2441451
Publishes Adults Learning and provides advice, research and consultancy on all aspects of adult learning.

OPEN COLLEGE
St Paul's, 781 Wilmslow Rd,
Didsbury, Manchester M20 2RW
Tel: 0161 434 1061
[Publishes quality training materials for community and college-based courses leading to nationally recognised qualifications. Also offers support, consultancy and accreditation via flexible learning]

Reading:

Access to Further Education for Black Adults, FEU 1988

Anti-Racist Strategies in College & Community, FEU 1989

Black Community Access: A Development Paper, NIACE-UDACE 1990

Reaching Out – Further Education and Work in and with the Community
(NIACE-REPLAN, May 1989)

Report on the Sheffield Black Literacy Campaign, Adults Learning, April 1992

Staff Development for a Multi-cultural Society, Booklet 2, Unit 4: Marketing and Consultation, Further Education Unit (FEU),1988

Working with Black Adult Learners: A Practical Guide
Stella Dadzie, NIACE 1993

DEVELOPING YOUR POLICY

To receive fair and equal treatment is a fundamental human right. A Race Equality/ Anti-Discriminatory policy – or an Equal Opportunities policy that includes an explicit anti-racist statement – declares your organisation's commitment to a non-discriminatory, multi-cultural learning environment in which everyone, regardless of race, nationality, language, religion or culture, can expect to be treated with dignity and respect. It is a way of 'spelling out' the intentions of those who wish to make change or take positive action to redress any existing inequalities. It is also a means of publicising your organisation's 'contract' with black/ ethnic minority staff, existing or potential students and the wider community.

If you are developing your Race Equality/ Anti-Discriminatory policy from scratch, it is worth beginning by examining the policies of organisations similar to your own. This will enable you to develop a critical overview of what others are attempting to achieve in this area. You may also find it useful to arrange for staff to visit organisations and groups that provide similar services to gather practical ideas that could help with your policy's development and implementation.

You should aim to produce an 'holistic' document that addresses the needs of both employees and clients of the service and is designed to influence all areas of provision. It should therefore be closely linked to your institution's overall mission, values and strategic plan. With no such policy in place, there is a risk that any changes or positive action will take place in isolation rather than as part of an organisation-wide strategy. Changes that are cosmetic or introduced in an erratic or piece-meal way are unlikely to make sense to others or to be taken seriously.

The development of your written policy should not, however, be regarded as an end in itself. A paper declaration alone cannot bring about change – efforts should be made to encourage staff and student 'ownership' of the values it expounds and a clear and achievable implementation plan. In order for it to remain active and relevant, it should stem from a critical review of all services and facilities and be regularly up-dated. There also needs to be the widest possible discussion of its contents with those responsible for its implementation, as well as with students, part-time or sessional workers, reception, clerical and maintenance staff, technicians, caretakers and external partners such as course moderators or employers offering work experience placements.

Encouraging people to debate the need for a policy helps them to clarify their own views, rehearse the arguments for recommended courses of action and justify any opposition. When used in this way, it can become a vital resource in helping to raise awareness in staff induction and staff development sessions, and an essential step towards embedding good practice.

Committees, working parties, staff meetings, union meetings, student tutorials, and training or policy development workshops are all viable forums for discussion and consultation. Ideally, the person who chairs or facilitates should be an experienced trainer or a staff member with sufficient sensitivity to handle the complex and uncomfortable issues that can arise when people are required to confront the need for personal and institutional change.

✓ Policy Development / Checklist 1

Do we...

- include a commitment to Race Equality in our organisation's mission statement?
- insist that adherence to the values and spirit of the policy is part of a mutual contract with students and staff?
- have an Action Plan in place for each key area with named responsibility for implementing, monitoring and/or evaluating different areas of the policy?
- include Race Equality/Anti-Discriminatory policy objectives in all strategic planning exercises?
- conduct an annual review of Race Equality/Anti-Discriminatory policy objectives so that any unmet goals can be revised to take account of changing contexts?
- encourage students and representatives from local black, migrant and ethnic minority communities and a diversity of backgrounds to participate in policy development and review discussions and in implementation?
- monitor the effectiveness of the policy by analysing the number, progress and achievements of black/ ethnic minority students, including exam passes, post-course destinations and any complaints about racial harassment or abuse?
- organise staff induction and development for staff to develop or discuss the Policy's contents, format and implementation?
- involve managers, teaching and non-teaching staff at all levels in discussions about the policy's contents and implementation?

A MODEL FOR POLICY DEVELOPMENT

preparatory stage
examine the policies of similar organisations and visit organisations/groups that provide similar services
↓
gather practical ideas via research and/or external consultation

↓

initial consultation stage
organise staff training to raise awareness and encourage internal debate about the need for a policy
↓
consult relevant/representative groups about what it should contain
↓
identify relevant/representative individuals (e.g. staff/student/community) to form a Working Party

↓

drafting stage
agree Working Party's terms of reference
↓
discuss and draft a policy with reference to prior research/consultation
draft related documents (e.g. Code of Conduct/Racial Harassment Procedures)
↓
organise widespread discussion of 1st draft/related documents with staff, students, unions, community representatives and relevant committees
↓
debate and agree any proposed amendments and circulate 2nd draft as above

↓

implementation stage
agree an active implementation strategy involving managers, staff and students
↓
identify any human/ material resources needed to support implementation
↓
agree and implement a procedure and timescale for monitoring progress and evaluating policy outcomes
↓
revise staff contracts to require adherence to the policy as a condition of service
↓
organise staff training & staff/ student induction to familiarise them with their rights and responsibilities for implementing/ adhering to it
↓
include (abbreviated?) policy statement and code of conduct in Student Handbook
↓
organise student induction/ tutorials to familiarise them with their rights/ responsibilities in relation to the policy

↓

evaluation and review stage
analyse monitoring/ evaluation data on a regular (termly/ annual) basis
↓
request verbal/ written feedback from relevant/ representative parties
review policy and where necessary, revise the contents/ timescale/ procedures and repeat implementation, evaluation & review stages

✓ Policy Contents / Checklist 2

Is our Race Equality/ Anti-Discriminatory policy...

- ❑ EXPLICIT – is a commitment to racial equality part of our organisation's overall mission, a condition of service for staff and part of our stated contract with students?
- ❑ POSITIVE – does it emphasise the benefits racial equality and equal opportunities to all students and staff as well as the wider community?
- ❑ ADEQUATELY RESOURCED – do staff have the time, skills and resources to meet its objective? have we explored EU and other appropriate funding sources to support any training, special posts or projects?
- ❑ REALISABLE – does it identify the necessary staff development, monitoring and review strategies required for its implementation?
- ❑ COMPREHENSIVE -does it include all the relevant areas for both staff and students? for example...

  RECRUITMENT & SELECTION: objective, non-discriminatory staff/student selection and interviewing procedures; and an undertaking to recognise and value of bilingualism, transferable skills and qualifications gained overseas

  CURRICULUM: course content, teaching approaches and assessment methods that are free of racial bias and eurocentric assumptions

  LANGUAGE & LEARNING SUPPORT: the right of all students to receive appropriate language and learning support

  GUIDANCE & PERSONAL SUPPORT: the right of all students to receive educational guidance, financial/ welfare advice, counselling and personal support – if necessary, in their mother-tongue

  COMPLAINTS & GRIEVANCES: recourse to fair and consistent procedures for any student or staff member who experiences racial harassment, abuse or discrimination

  ETHOS & ENVIRONMENT: promotion of a safe, positive, multi-cultural learning environment; and a requirement that those using or working for the service show respect for others' language, religion and culture

  PERSONAL AND PROFESSIONAL DEVELOPMENT – staff entitlement to adequate induction and training in issues of race equality and cultural diversity; and to professional support, and promotion opportunities

The College of North-West London (TCNWL): A Management Development Model of Policy Implementation

TCNWL is a large Further Education College catering for over 10,000 students, over two-thirds of whom are from black or ethnic minority communities. A commitment to activating the College's Equal Opportunities Policy in line with its Three Year Strategic Plan, led to the development of a pro-active model of Policy Action Planning which aimed to raise managerial awareness of Equalities issues and to encourage wider staff ownership of the Policy.

Departmental and Divisional Heads were required to negotiate any short and long-term objectives with their staff and to agree the desired outcomes – for example, target dates, student numbers and/or specific services – for each individual area of College provision. An external Training Consultant specialising in equalities issues then worked with members of the Management Team to help them implement their Action Plans.

Departmental and Divisional Heads produced detailed Action Plans, specifying the following: their proposed objectives; outlining the current status and intended action; naming the person responsible and any target dates; and giving details of how the outcomes would be monitored. These were regularly reviewed in a series of half-day workshops organised over a two-year period. The Consultant's brief was to assist College managers to:

- develop departmental/ divisional Action Plans for the forthcoming academic year, based on negotiations with staff and students
- review the outcomes on a regular (annual) basis
- agree ways of monitoring and evaluating implementation
- identify any necessary Staff Development in support of this work

The need for such an approach was evident from feedback received both from staff and students. Staff awareness of Race and other Equalities issues differed widely throughout the College, and different levels of awareness were also evident within the all-white Management Team.

The outcome was an 'empowerment' model which gave managers the time and space to focus on key issues, develop realistic and realisable departmental objectives and articulate what had helped or hindered their achievement. The workshops also provided a 'safe' and supportive forum for them to voice any concerns, share ideas and work co-operatively to translate the Policy's aims into tangible achievements.

Contact Address:
Front Line Training
Training Consultants
149 Albert Rd
London N22 4AQ
Tel/ Fax: 0181 881 0435

EQUAL OPPORTUNITIES

The College intends to create an environment which recognises the diversity of students and allows everyone to play their part in promoting equality of opportunity. No one should be discriminated against because of age, colour, race, ethnic origin, nationality, gender, religious affiliation or sexual orientation. Copies of the full policy are available from the Equal Opportunities Co-ordinator and can be found in the Learning Resources Centres.

RACIAL AND SEXUAL HARASSMFNT

In keeping with our Equal Opportunities Policy, all staff and students have a responsibility to challenge racist or sexist behaviour. If you think you may be the victim of harassment but are unsure about your feelings you may wish to talk it through with our Equal Opportunities Advisors. The Advisors are trained staff who will understand the problem and help you decide what to do next or help you make a complaint. The College has very clear procedures for dealing with harassment and will take the necessary steps to ensure that anyone making a complaint is not victimised or harmed in any way as a result.

A list of Advisors and a copy of the full procedure are available from any of the Learning Resource Centres, the Counselling and Guidance Team, the Students Union, the Student Liaison Officer, the Youth Workers, the Personnel Department or the Student Services Manager. The address and telephone number for the Commission for Racial Equality can be found in the useful addresses section.

A SECULAR COLLEGE

The College respects the diverse cultural and religious traditions of all its students and accepts the rights of individuals and groups peaceably to worship and to fulfill their cultural obligations. Accordingly, the College will neither promote, nor permit to be promoted, any one religious faith or culture. Whilst College facilities exist primarily for the delivery of educational activities, arrangements will be made, where practicable, for students to carry out essential religious observance. Dedicated facilities cannot be provided for particular faith groups.

Extract from the Student Handbook/ Equal Opportunities Policy Statement given to students College of North West London

POLICY DEVELOPMENT

Addresses in BRITAIN

Commission for Racial Equality,
Eliot House,
Allington St,
London SW1 5EH
Tel: 0171 828 7022
[advice, information and publications on all aspects of Racial Equality including discriminatory employment practices and policy development]

Equal Opportunities Commission
Overseas House, Quay Street
Manchester M3 3HN
Tel: 0161 833 9244
[advice, information and publications on Equal Opportunities (Gender). Produces a number of useful publications on Policy development, which, although focused on gender issues, are equally relevant to those involved in the development of Race Equality policy].

Reading:

Code of Practice for the Elimination of Racial Discrimination in Education
Commission for Racial Equality (CRE), 1989

Further Education & Equality: A Managers Manual
Commission for Racial Equality, 1995
ISBN 185442 166 2

Equality in Action: Introducing Equal Opportunities in Voluntary Organisations
by Mee-Yan Cheung-Judge and Alix Henley
NCVO (National Council for Voluntary Organisations), 1994
ISBN 7 7199 1415 9

Racial Equality means Business: A Standard for Racial Equality for Employers
Commission for Racial Equality, 1995

Staff Development for A Multi-Cultural Society, Section 2, Unit 1 (Policy)
FEU (now FEDA), 1988

Working with Black Adult Learners: A Practical Guide
Stella Dadzie, NIACE 1993

TARGETING GUIDANCE SERVICES

Effective educational guidance involves identifying educational needs and aspirations, assisting people to consider their options and ensuring that they have all the relevant information they need to set realistic and realisable goals. By targeting these services at potential learners in minority communities, it is possible to improve their long-term prospects of finding work and widen their access to opportunities for further study.

Ethnic minority learners are unlikely to have access to the same information about available education and training opportunities as their ethnic majority counterparts. As well as being unaware of what courses are available or who to go to for advice, they may also lack the confidence to approach an organisation and ask, particularly where there is a need to talk to someone in their mother tongue. This is particularly true of refugees and asylum seekers, travellers and others who may be socially, culturally or linguistically isolated, although it may also apply to those who have been educated in the host country.

Because of the effects of migration and racism, the desire to learn and to improve employment or emigration opportunities is typically very high in minority communities. However, there are a number of disincentives, which can hamper individual motivation. These include:

- unfamiliarity with the educational culture of the host country
- uncertainty about how to negotiate their way through the education system
- inaccurate or inadequate information about what is available
- a lack of information in the relevant community language
- a belief that insufficient language skills, lack of qualifications, lack of money, age or dependents will prevent access
- a belief that prior learning and experience or overseas equivalent qualifications will not be recognised
- concerns that the cost of studying will be too high, that State welfare benefits will be lost or that grants will not be available
- lack of women-only provision or facilities for parents with young children
- concerns about the cost and length of the journey involved due to inaccessible or inappropriate study locations
- a monocultural ethos, reflected in an all or mainly white staff, unfriendly security and reception staff, and a lack of appropriate religious, dietary and cultural facilities
- inflexible, inconvenient or inappropriate provision, including courses which only enrol once a year or do not take account of personal, financial or family responsibilities
- disillusionment with the education system, based on prior experiences of discrimination, harassment or institutional racism
- fear of isolation

Pre-course guidance services, particularly those located in accessible community venues such as high street shop-fronts, can help remove some of these barriers by providing independent information, advice, support and advocacy to would-be students. Such services are increasingly offered by organisations as part of their recruitment and admissions procedure, for it is recognised that good quality pre-course guidance can help to reduce drop-out and improve the achievement rates of all students.

There are a range of other providers in the community whose role involves an element of guidance, or who can help to interpret and clarify information about educational opportunities – for example, careers officers, advisors, teachers and youth workers. If properly briefed and resourced, they can play a vital role in helping your organisation to promote courses and training opportunities and assisting potential learners to make properly informed choices.

The core guidance skills of informing, advising, counselling, assessing, enabling, advocacy and feedback each have particular implications when working with ethnic minority adults. Advice giving, for example, is unlikely to be objective if there is a language barrier, if the interpreter is related to the client or if the client is unfamiliar with educational terminology. The initial assessment of a client's language competencies is therefore a vital part of the pre-course guidance process.

Similarly, counselling which is often integral to the guidance process, should take account of the difficulties of communicating in a second language and the cultural significance of body language. Advocacy is likely to be a more demanding activity where institutional racism is involved. An awareness of the way this can undermine confidence and affect relationships with white authority figures is also important, if guidance workers are to establish a meaningful dialogue with their clients.

Training can help guidance workers to 'fine-tune' these skills. The ability to deal sensitively with the particular needs and circumstances of individuals from black, migrant and ethnic minority communities should be high on the agenda. This is particularly important where refugees or new arrivals are involved, who may be depressed, disorientated or traumatised by recent experiences. Guidance workers need training if they are to assess people's educational needs in a way that avoids cultural bias. There should also be opportunities for them to develop appropriate resources and information systems that meet the needs of ethnic minority clients.

If it is to be effective, guidance needs to be seen as an on-going process. In order to ensure that students do not find themselves directed onto low-level courses offering no formal accreditation or continuity, learning contracts should be developed which specify each individual's progression options. Any advice should include information about available language, learning and childcare support, as appropriate, and be mapped so that learners have access to viable routes into employment and further learning opportunities.

✓ Advice & Guidance Checklist

Do we...

- provide advice and guidance services throughout the year, at times when people are most likely to be able to use them?
- organise accessible, welcoming guidance sessions at local community venues?
- have a safe, confidential environment for conducting guidance interviews and assessments?
- translate information about available education and training opportunities into the main community languages?
- use mother-tongue interpreters where clients cannot communicate their educational needs and aspirations in the language of the host country?
- promote positive, non-stereotypical images of black/ ethnic minority people in a variety of vocational and educational roles?
- employ guidance workers and interpreters who are familiar with the languages, cultural values and educational backgrounds of local minority communities?
- provide guidance workers, advisors, receptionists and others whose role involves an element of guidance with relevant, up-to-date information about courses and training opportunities?
- use specialist assessors who are familiar with demands of professional/ vocational courses and can conduct assessments free of cultural or linguistic bias?
- ensure that guidance workers receive regular training in issues of Race Equality and ethnic diversity?
- train guidance staff to be aware of the range and nature of specialist organisations offering counselling, advice, financial assistance or other services to people from black, migrant and ethnic minority communities?
- monitor and evaluate clients needs and concerns, with the aim of advocating change or positive action?
- ensure that relevant information is regularly fed back to course managers and tutors in receiving institutions?

RTEC (Refugee Training & Education Centre): A targeted guidance service for Refugees and Asylum-seekers

The Refugee Training and Education Centre (RTEC) is a charity that aims to help refugees and asylum-seekers in Britain. Based in Brixton, South London, it offers a range of training and education courses, as well as educational guidance, advice and counselling. Its focus is on meeting the training and education needs of refugees and asylum-seekers who are seeking work or wish to go on to further study. [1]

RTEC was established in 1983 by the Refugee Council, and bases its work on the recognition that many refugees arriving in Britain with valuable talents and skills have qualifications or experience that go unrecognised. It has developed a wide range of contacts with refugee community organisations, colleges and employers across London and produces a regular newsletter which aims to keep other organisations involved in advice work with refugees up to date with relevant legislation, employment and training issues.

Clients of RTEC are offered educational advice and guidance throughout the week on a drop-in basis, as well as access to an Enterprise Advice service. There are regular opportunities to receive training in computing skills, bookkeeping and information technology, English language and communication, or to attend employment preparation workshops and small business development courses.

RTEC recognises that refugees often face formidable obstacles in their efforts to set up small businesses. For example, they may lack the necessary language skills to draw up complicated business plans and may face cross-cultural communication difficulties when presenting themselves to prospective clients or financial backers. RTEC employs a Business Adviser, himself a refugee, whose role is to guide clients through the complex process of planning their enterprise and securing the necessary funds. The whole process may take up to six months, during which time the client receives continuous advice and guidance, as well as access to training and other forms of support. The Business Adviser is currently seeing around 300 clients a year.

Although only a small percentage of those who participate in the scheme actually succeed in setting up their own businesses, this kind of advice and guidance with its focus on employment and skills development, continues to be in high demand. For many refugees, exclusion from the job market acts as an incentive to start their own businesses. For others, whose qualifications and prior work experience is unrecognised, RTEC offers an accessible, client-centred guidance service and active help in returning to study.

Contact Address:
RTEC Refugee Training & Employment Centre
240-250 Ferndale Road, London SW9 1BB
Tel: 0171 737 1155

[1] The information given here was taken from the Feb 1996 edition of RTEC's newsletter Link Up.

Are you **?**

a refugee or asylum-seeker

Want to **?**

- improve your English
- get two qualifications at once*
- prepare for job training
- improve your chance of work

Why not **?** **join PRE-VOC**

Our pre-vocational English courses offer:

- **up to 20 weeks tuition by qualified, committed, experienced teachers**
- **computer and life-skills training**
- **training in looking and applying for work**

the LCCI Vocational Access Certificate
***an RSA Language NVQ**

First courses start in April: apply now

rtec
refugee training & employment centre

- **The courses are FREE**
- **We pay travel expenses**
- **We are in the centre of Brixton**
- **See over for how to join**

Publicity Flyer: Are You a Refugee or Asylum-Seeker?
RTEC [Refugee Training & Employment Centre]

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Guidance and Individualised support for migrants seeking training and employment

Lorraine Coalfield, Greta, France

AMITIE (Accompagnement en Moselle-Est des Immigrés pour le Travail et l'Insertion en Entreprise) provides individualised guidance and support for migrants in their quest for training and employment. It uses publicly run training schemes in the Moselle local employment markets, and sets up specific training courses where necessary. Migrants can access the scheme via the Local Employment Agency (Agence Locale pour l'Emploi, ALE).

The AMITIE 97 over-26s scheme is funded by FAS (Social Action Fund) and brings together six training support agencies: three GRETAs in Eastern Moselle: Sarreguemines, Dieuze-Sarrebourg and Saint-Avold, which is the headquarters of the project, and three voluntary associations: Avenir Formation Conseil in Sarrebourg, Culture et Liberté, Moselle Federation and Concept et Formation, which are joined by the Eastern Moselle National Education Assessment Network for the purposes of assessment. Each of the four areas – Forbach, Sarrebourg, Sarreguemines and Saint-Avold – has a coordinator, who is the link with the Local Employment Agency, and a number of support staff.

The coordinator of each area receives applications sent on by the ALE and refers each migrant to a support person who will follow him or her throughout. The support person sees the migrant as often as he or she thinks necessary, analyses training needs and submits a proposal to the follow-up group. This group, led by the coordinator, meets once a month in each area and is attended by the support persons and local partners, the contact person from the ALE, social workers, the RMI (income support) officer, and the job training coordinator. It helps the support persons to find training solutions and confirms admissions to and departures from the scheme. Each support person looks after between 6 and 9 migrants.

The solutions proposed range from personal and/or occupational assessments and a job placement to Jobsearch and French language workshops (including basic or remedial literacy and French as a Foreign Language), public or AMITIE-run training schemes, or securing paid employment. Regular records are kept and the progress of individual migrants is monitored through frequent individual interviews with the support person. The number of migrants in the scheme was 159 at the end of February 1997. 40 % of those who left the scheme in 1996 found a job.

Contact address:
GRETA du Bassin Houiller Lorrain
2, place de la Gare
57800 Freyming-Merlebach
Tel.: (33) 03 87 29 69 00
Fax: (33) 03 87 81 13 86
Head of project: Mario Zenatti, Continuing Education Adviser

Guidance and training for unemployed migrans/members of ethnic minorities (OQAM) in the Volkshochschule Köln, Germany

(Orientierung und Qualifizierung für arbeitslose Migranten – OQAM

An EMPLOYMENT-YOUTSTART project in cooperation with the European Commission

1. Goals

Intensive language coaching and social and cultural orientation are provided in the form of projects on everyday culture. These also involve the family environment.

Thanks to three work placements, participants gain practical professional experience as well as basic theoretical knowledge of relevance to their chosen occupation.

A number of occupational fields are presented in the form of work placements, company visits and throught cooperation with vocational schools. Preparation for choosing a career is also provided in the form of career guidance classes in cooperation with advice centres.

Meeting young people of different nationalities allows for a more sophisticated understanding of working and training conditions in other nations and promotes reflection on the participants' own career selection processes.

Preparation for the secondary school leaving certificate after Year 10 through provision of classes in examination subjects.

2. Target group

Young aliens and repatriates from East Europe under the age of 20 who are out of work, who do not have a school leaving certificate and who are prevented from finishing school and either beginning training or starting work as a result of language difficulties and socio-cultural problems.

3. Content and course organisation

1st Year: Orientation

- Establishing level of language proficiency and general standard of education as well as individual qualifications and willingness to learn.
- Acquisition of linguistic and social competence as preparation for career selection process, as well as social and cultural orientation.
- Personality stabilisation and promotion of willingness to learn as prerequisite for entry into working life.
- Acquisition of practical work experience as well as basic theoretical vocational skills thanks to three work placements.
- Insight into the demands of various occupational fields thanks to work placements and company visits as well as visits to vocational schools.

- Intensive language coaching as a prerequisite to further vocational and school qualifications.
- Foreign seminar to stabilise the group and acquire an in-depth insight into working, training and living conditions experienced by other nationalities.
- Work with parents: information, advice, orientation.
- Setting-up of structure for cooperation with the establishments mentioned above.

2nd Year: Qualification

- Continuation of vocational experience thanks to an intensive work placement to take place in the chosen career area and, where possible, in the company where training is later to be completed.
- Preparation for selection of occupation and conclusion of the career selection process.
- Application procedures, assistance with applications and recruitment for training or for secondary school qualifications.
- Acquisition of lower secondary school leaving certificate with and without qualification details.
- Setting-up and expansion of structures for cooperation with the establishments mentioned above.
- Foreign seminar to exchange ecperience with young people from other countries on procedures, conditions and process of selecting a career as experienced in other countries, and reflection on the personal selection process.
- Ongoing advice.

4. Transnational cooperation

Transnational partners are: GRETA from Centre – Isère near Grenoble in France and Universidad popular of Zaragoza, spain. The main objectives of the transnational cooperations are:

- Joint development and further development of concepts and learning materials
- Trainers and participants exchanges
- Construction of durable cooperation structures
- Common further development of comprehensive and transferable project structures

All three transnational partners are cooperating in the European EMPLOYMENT-AGIR network "combating social and occupational exclusion".

Contact address:

Volkshochschule Köln
Abteilung Qualifizierung und Beschäftigung
Agrippa Straße 13
50676 Köln
Tel.: ++49 221/2 21 44 17
Fax: ++49 221/2 21 34 00
Project leader: Gabriele Schulze, Michael Zens

ADVICE & GUIDANCE

Addresses in BRITAIN

NARIC (National Academic Recognition Information Centre)
c/o British Council, 10 Spring Gardens, London SW1A 2BN
Tel: 0171 930 8466

National Association for Educational Guidance for Adults (NAEGA),
c/o 1a Hamilton Rd, Milngavie, Glasgow G62 7DN

National Council for Vocational Qualifications,
222 Euston Rd, London NW1 2BZ
Tel: 0171 387 9898

World University Service (WUS), 20 Compton Terrace,
London N1 2UN
Tel: 0171 226 6747

World University Service, Refugee Education Advisory Service,
20 Compton Terrace, London N1 2UN
Tel: 0171 226 6747

Refugee Council, 3 Bondway, London SW8
Tel: 0171 582 6922

RTEC/Refugee Training & Employment Centre,
240-250 Ferndale Rd, Brixton, SW9 8BB
Tel: 0171 737 1155

United Kingdom Council on Overseas Student Affairs (UKCOSA)
60 Westbourne Grove, London W2 5SH
Tel: 0171 229 9268/9

Reading:

Refugee Education Handbook, WUS, 1989
[A comprehensive guide to relevant legislation, refugee entitlements, educational resources and agencies working with refugees and asylum-seekers in Britain]

Survey of Numbers of Black Adults with Professional Qualifications Gained Overseas, Stella Dadzie NIACE 1993
[Statistical evidence based on research done as part of a government-funded Feasibility Project]

Educational Guidance with Black Communities: A Checklist of Good Practice
by Stella Dadzie, NIACE 1990

Ethnic Minorities & Careers Services: an Investigation into Processes of Assessment and Placement, Cross, Wrench & Barnett, University of Warwick, 1990

Careers Guidance with Refugees
Tony Marshall/ RTEC (Refugee Training & Employment Centre) 1992

Section Five

ON-COURSE PROVISION

photo courtesy of The National Organisation for Adult Learning (NIACE), Leicester/Britain

SECTION FIVE

ON-COURSE PROVISION

Once your potential learners have been recruited, the challenge is to ensure that their learning experience is both rewarding and enabling. Many adult education providers still adhere to a 'sink or swim' philosophy, assuming that whether a student stays the full course or drops out is a question of individual motivation. This view does not take account of the fact that adult learners invariably arrive with their emotional, cultural, domestic and social 'baggage' which, if not acknowledged or properly catered for, can demotivate them and severely disrupt their learning.

Like their ethnic majority counterparts, newly-recruited learners from migrant and ethnic minority communities will arrive with a range of concerns and insecurities – about their ability to study and meet family or work commitments, the demands of exams or coursework, their performance in the classroom or their relationship with tutors and fellow students. However, the effect of structural and institutional racism is to magnify these anxieties, resulting in some cases in under-achievement, erratic attendance or high drop-out rates. No adult education provider seeking to cater for these communities can afford to ignore the effects of structural and institutional racism on minority students – or the far-reaching implications for student support services.

There are implications, too, for the overall ethos of your organisation. Ethnic minority students face the daily prospect of cultural and linguistic isolation, particularly when they find themselves in an all or mainly white environment. Unless efforts are made to dismantle these barriers to access and participation, both inside and outside the classroom, your organisation will risk simply reinforcing an on-going experience of exclusion and marginalisation.

Supporting migrant and ethnic minority learners should therefore be considered an organisational priority. Most (though by no means all) will need active help to develop social, technical or professional language skills. Others will need to improve their written communication and study skills or require the support of a personal tutor, welfare advisor, or counsellor. Where isolation or underachievement is an issue, there may be a need to establish a support group or mentoring scheme.

There are implications too for the taught curriculum, for it is here that the stereotypes about black and ethnic minority communities are formulated and expounded. Alongside initiatives to raise staff awareness of racism, ethnocentrism and their own capacity to stereotype, your courses and learning resources need to reflect the experiences of an increasingly diverse student body – not simply so that students from minority communities can relate what they are learning to their own lives, but so that white students, too, will be better equipped to function in an increasingly multi-cultural context.
These changes clearly take time and perseverance, particularly in institutions where eurocentric assumptions and casual acts of discrimination are still entrenched.

Some colleagues may feel threatened by the prospect of having to adopt new practices and procedures; others may resent the need for them and express overtly racist opposition to such changes. Nevertheless, with effective staff training, individual commitment and a shared vision of what is achievable, even the most conservative organisations have shown themselves capable of moving forward.

This section concentrates on three key areas of on-course provision that can assist in this process of organisational change:

- supporting the learner – through personal, language and learning support
- creating an enabling environment
- developing a multi-cultural curriculum

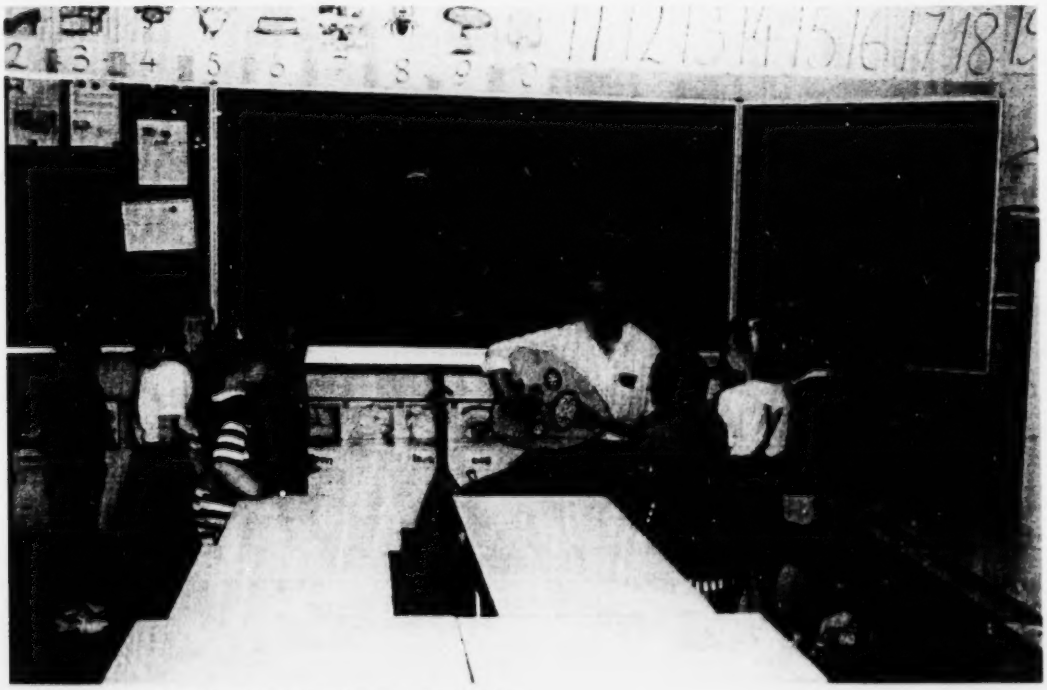


photo courtesy of the Interculturesl Centrum voor Migranten, Brussel/Belgium

SUPPORTING THE LEARNER

The notion of student entitlement to extra-curricular support is a fairly recent development in the context of adult education. Traditionally there has been an expectation that subject tutors should provide any personal or learning support to their students from within their already limited class contact hours. In such a context, tutors' assessments of individual language and learning support needs are likely to be based on a their own subjective or arbitrary criteria rather than an objective appraisal of students' competence. This unsatisfactory arrangement, unsupported by training or access to the necessary resources, has been to the detriment of all students, particularly part-timers.

Current good practice requires organisations to elevate language, learning and personal support services by encouraging staff to view them as significant areas of provision in their own right. It can no longer be assumed that tutors are inherently capable of tutoring, counselling, assessing or advising their students as well as teaching them, and there needs to be an acknowledgement that these are all specialist skills for which staff need proper training.

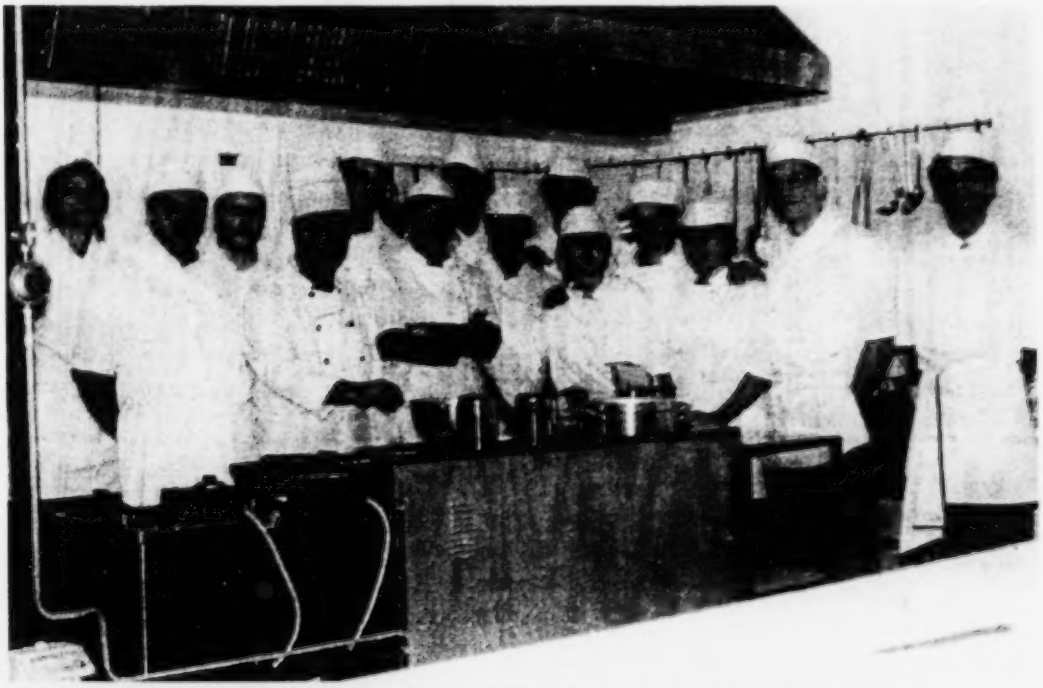


photo courtesy of Institute for International Cooperation of the German Adult Education Association (IIZ-DVV), Bonn/Germany

PERSONAL SUPPORT

Personal support can encompass a range of different services, from individual and group tutoring to professional counselling and welfare advice. It should be designed to help students manage their emotional, social, domestic and financial needs so that they can maximise the benefits of the learning opportunity.

Because of their socio-economic realities, students from migrant, refugee and other minority communities are more likely to be grappling with a range of problems that can interfere with their learning. Added to the stress of having to study in a foreign language, there may be housing problems or homelessness to contend with, young children to support or financial difficulties due to the lack of employment opportunities.

There may also be frustrations caused by the harassment of police, immigration officials, employers or neighbours. For asylum-seekers, there are likely to be additional concerns – about their precarious immigration status or how to cope with the physical and psychological scars of war, torture or forcible uprooting.

The kinds of issues many minority students will have to contend with may require the intervention of a counsellor or specialist agencies. Other ethnic minority learners will benefit from the establishment of a support group or an effective tutorial system where they can find peer group support from other students as well as the individual support of a personal tutor. This is especially important for part-time, evening and open learning students who are more likely to be isolated; and for students on individualised learning programmes.

For people who have had to rely largely on their own resources for their survival, the notion of asking for institutional support of any kind is likely to be relatively new. Encouraging students to regard these services as an entitlement should therefore be an integral part pf their on-course induction, although tutors should be aware of the dangers of stereotyping ethnic minority students by assuming that they will all either want or need such support.

Access to regular group tutorials or a peer support group provides an ideal forum for personal and group development. Group tutorials can help students contextualise their personal circumstances and encourage them to share the insecurities of returning to study as well as day to day problems and concerns. On full-time courses, tutorials can be structured around an extended programme of induction, on-going student self-evaluation, discussion of current health, welfare and social issues, visits and social activities, course reviews and evaluations, vocational guidance and individual progression planning.

If they are to be effective in their role, it is important that tutors have a clear definition of their responsibilities as well as access to the necessary resources and training. Alongside basic counselling, groupwork and listening skills, tutors also need to know when and how to refer students whose language, personal problems, immigration status or cultural context may require specialist help from external agencies.

Mentoring schemes which encourage members of the community to offer support and guidance to individual students have proven a particularly effective form of personal support for ethnic minority students. Mentors can help compensate for structural and institutional racism which deprive black people and other minority groups of positive role models. The mentor, typically someone who contributes to the life of the community or has succeeded in their own profession, can provide advice, motivation and support as well as opportunities to clarify career goals through work-shadowing and the sharing of personal and professional experiences. The success of such schemes depends largely on the commitment of both the tutor and the institution to developing and sustaining genuine community partnerships.

✓ Personal Support / Checklist

Do we...

- have a user-friendly system of induction in place which encourages students to familiarise themselves fully with the services and support available to them?
- offer adequate on-course tutorial, mentoring or peer group support to all students, including those on distance or open learning, part-time and evening courses?
- provide regular training, induction and on-going support for all personal tutors in order to familiarise them with the skills and responsibilities involved in their tutoring role?
- provide staff with regular, up-to-date information about legislative changes and any other social or institutional data relevant to their students' circumstances?
- encourage tutors to develop resources and strategies that will foster self-confidence and positive self-awareness in their students?

The Mentor Project, Leeds (UK): Personal Support for young adult learners involved in education and training

The Leeds Mentor Project was set up with funding from the Leeds Training & Enterprise Council and the European Social Fund in response to evidence of underachievement, higher levels of long-term unemployment and difficulties in meeting individual career aspirations. It aims to address these problems by linking successful professionals with students and trainees from the same background.

The Leeds Mentoring Project (LMP) defines mentoring as 'a nurturing process whereby the talents of young adult learners are fostered and channelled with the help of a mentor who acts as a surrogate parent, combining authority, friendship, counsel and commitment to the achievement of that young person's career aspirations'.

LMP sets out to match ethnic minority students and trainees with positive role models in their community with whom they can share day-to-day training and education experiences and raise cultural, race and ethnicity-related issues. By offering individuals the vocational guidance and personal support of a mentor, it is hoped that these young adults will be in a better position to take advantage of available education and training opportunities.

The aims of the project are:

- to support participants who have been unemployed for 12 months or more from disadvantaged backgrounds to access vocational training and/or jobs and obtain positive outcomes such as qualifications, employment or access to higher level training via the mentoring process

- to provide and enhance the quality of training and education for members of disadvantaged groups – for example, ethnic minorities, refugees and migrants, the long-term unemployed, women and people with special needs

- to raise and sustain trainees' or students' self-esteem and confidence in order to complete their training or educational programme more efficiently and productively

[1] This definiton and other information in this section is taken from the publicity folder produced by the Mentor Project (Leeds), and is available from the address given below.

LMP offers its service to colleges and other education and training providers in the Leeds area who are encouraged to recognise the potentially positive outcomes both for students and their organisations. As well as increasing individual motivation and enhancing individual learning outcomes, mentoring can also help to reduce financial losses due to high student drop-out rates; and help improve provision by identifying students' learning blockages.
Mentors are drawn from a wide range of backgrounds. They are expected to demonstrate that they are experienced, well-balanced professionals with an interest in developing young people and broadening their contribution to their community and organisation. Among the selection criteria, mentors are expected to demonstrate that they are accessible, enthusiastic, committed to the mentoring process, well-trained, good at nurturing, experienced – and able to pass on that experience to those who can relate to/ benefit from it – and above all willing to invest time and effort in the relationship

Once appointed, mentors are required to devote a minimum of four hours per month to their students or trainees on a voluntary, unpaid basis. Their role is to listen sympathetically, to offer advice and encouragement, to share their own enthusiasm and experiences and to provide work-shadowing opportunities where possible.

Both mentor and trainee enter into a written mutual contract and agree the boundaries of their mentoring relationship. The benefits are seen to be mutual, and mentors often gain from the recognition of their skills and expertise, as well as from the trainee's ideas, energy and enthusiasm.

Contact Address:
The Mentor Project (Leeds),
Multi-Cultural Education, Consultancy & Advisory Services (MECAS),
Selecta Post 17,
Merrion House,
Leeds LS2 8DT
Tel: 0113 247 5689

Qualification for young migrants (QUAMI) in the Volkshochschule Wuppertal, Germany

(Qualifizierung für junge MigrantInnen – QUAMI)
An EMPLOYMENT-YOUTHSTART project in cooperation with the European Commision

1. Objectives
Preparing young people for the European labour market, especially: personal support and preparation for vocational training in the dual system; development of an advice service for the target group involving business representatives, other opinion influencers and the family environment; creation of durable cooperation structures, in particular with companies, to ensure provision of work placement opportunities and training vacancies.

2. Target group
Young, unemployed aliens under the age of 20 who do not have school leaving qualifications, especially children of employment migrants, for whom integration into the vocational training system is complicated by their late arrival in Germany and the resulting significant and cultural difficulties.

3. Content
Training:

- language classes (intensive language courses, targeted special instruction)
- provision of key vocational qualifications
- careers advice
- projects on everyday culture
- visits to companies
- work placements (with preparation and follow-up work, ongoing support)
- career choice
- job application training
- general secondary school leaving certificate as a prerequisite for on-the-job training

Advice/cooperation structures:

- advising course participants
- working with parents, cooperation with local organisations that deal with foreign nationals (local authority advisory council for foreigners, etc.), cooperation with employment advice service offered by employment offices, young people's career advice centres, training advisors from chambers of trade and industry and other opinion leaders closely related to business
- exchange of information with companies

4. Organisation
First Year:

- alternative training and company visits/work placements
- ongoing advice and expansion of cooperation structures with companies

Second Year:

- work placements, preparation for making a career choice and targeted support to complement general secondary school leaving certificate
- ongoing advice and expansion of cooperation structures with companies

5. Institutional prerequisites

Thanks to its previous experience of working with young foreign nationals and providing them with assistance in gaining training, Wuppertal has at its disposal language and general secondary school leaving certificate courses, measures for the provision of careers advice and career qualifications implemented by qualified experts and contacts with business built up over many years.

6. Innovative approaches

Previous measures did not provide adequate support for young people without sufficient knowledge of German and lacking in experience of either business reality in Germany or the country's vocational training system. The aim is, however, to create new methods of achieving the occupational integration of young people by linking together intensive language courses, work placements, the provision of key qualifications and multicultural advice specific to young people. New methodological and didactic approaches specifically oriented towards the target group are to be developed by the German and transnational partners for the provision of multicultural careers advice. These are then to be put the test and made available for other projects and to other institutions.

7. Transnational cooperation

By evaluating the applied methods together with the AGIR partners in other European countries the overall QUAMI concept should be further developed in order to provide differentiated multicultural careers advice.

Direct transnational partners involved in QUAMI are:

- GREAT LEMAN from Annemasse/France and
- Universidad popular from Palencia/Spain.

Contact Address:

Volkshochschule Wuppertal, im Stadtbetrieb Weiterbildung
Auerer Schulstraße 20
42103 Wuppertal and
VHS-Außenstelle Klippe 21–23
(Oberbarmen-Langenfeld)
42389 Wuppertal
Tel.: ++49 202/30 13 03 or 5 63 26 12 or 60 76 07
Fax: ++49 202/60 78 40 or 5 63 80 37 or 2 62 46 13
Contact person: Stefan Kandolf
Project leader: Dr. Detlef Vonde and Petra Schulte

LANGUAGE SUPPORT

An effective second language curriculum should give students access to the full range of available education and training options. It should be flexible, certificated, and cater for both social and vocational needs. Where appropriate, it should aim to make people literate in their own spoken language as a means of achieving literacy in the language of their host country.

Where the need for Language support is acknowledged at all, it has tended to be regarded as a poor 'second cousin' to other more established areas of the curriculum. Separated from mainstream classes both in terms of location and progression routes, in many organisations it has been effectively ghettoised, alongside Adult Literacy and Special Needs provision. This encourages subject tutors to regard second language teaching as marginal to the demands of students' mainstream vocational or academic pursuits.

Many tutors wrongly assume that those who lack verbal communication skills are illiterate, uneducated, unmotivated or unskilled. This tendency to equate language competence with literacy or intelligence can affect younger, second generation students as well as refugees and other new arrivals, many of whom are highly qualified and multi-lingual.

Language provision should be based on an ongoing and carefully monitored analysis of local needs. Providers need to work in partnership with other agencies to offer linguistic minority students dynamic entry and exit points, including modularised courses, credit accumulation, distance and open learning options, and different levels of specialist and non-specialist language provision.

Where language courses are delivered in-house, or are designed to serve a range of learning needs or a number of different providing agencies or tutors, the development of a computerised database of language support materials, cross-referenced by subject area, communication skill level and language function can be an invaluable learning resource for both staff and students.

The assessment of an individual's language support needs should be closely related to the language demands of their chosen mainstream course. This requires on-course liaison and close collaboration between second language and subject tutors in the planning and assessment of student assignments. Subject tutors should provide a detailed statement of the language skills students will need if they are to successfully complete their course. With effective pre-course guidance, students can then be helped to identify the kind of language tuition that is appropriate to the level and skills of their chosen course of study.

Having made the language requirements explicit, these should be reflected both in the entry criteria and in the teaching methodology of your course. Second Language tuition should be complementary, and wherever possible, integral to the student's chosen course of vocational or academic study.

On completion of their second language course, each student should receive a diagnosis of his or her language skills in academic, occupational and social contexts; and a statement of his or her progression options. Language support classes should be accreditated or certificated in order to provide students with clear progression routes. To assist in this process, tutors should be required to keep a record of individual students' progress, based on a combination of tutor and learner assessment.

✓ Language Support/Checklist

Do we...

- conduct or make use of available research into local language needs when planning and developing our second language curriculum?
- ensure that local Language Support classes are 'mapped' to provide routes into employment or other learning opportunities?
- identify and promote those areas of employment where bi-lingualism is a pre-requisite or an advantage – and reflect this in our curriculum offer?
- use non-verbal signposts such as pictograms to help second language speakers locate language support, advice and guidance services?
- give students access to a wide-ranging second language support provision that caters for the needs of identified linguistic minorities – for example, bilingual adults and refugees?
- encourage Second Language, Guidance and Subject tutors to liaise and collaborate closely when planning and developing the language support curriculum?
- identify the language skills and competencies required for the successful completion of available vocational and academic courses – and make these explicit to students, guidance and interviewing staff, Language Support tutors and assessors?
- adapt teaching resources and assignments so that information is presented clearly and avoids unnecessary jargon?
- provide a comprehensive programme of Staff Development aimed at encouraging discussion and collaboration between second language and subject specialists?

Bi-Lingual Training in Domestic Science for Portuguese Migrant Workers in Hamburg

The aim of this two-year training course was to provide Portuguese and Portuguese-speaking migrant women with vocational training, leading to a publicly-recognised qualification in domestic science as well as a lower secondary education school-leaving certificate. This vocational qualification is accepted as evidence of competence in Portugal, should the trainee return there, where it has now gained national recognition.

The Caritasverband in Hamburg targeted its provision at women with no initial training but some knowledge of home economics. They varied in age, schooling and their level and knowledge of German, although they were expected to know enough German to be able to follow the teaching. Most of the women were coping with additional problems resulting from their double or triple workload (families, children and part-time, hourly paid employment). The course was based on the following principles and language support strategies:

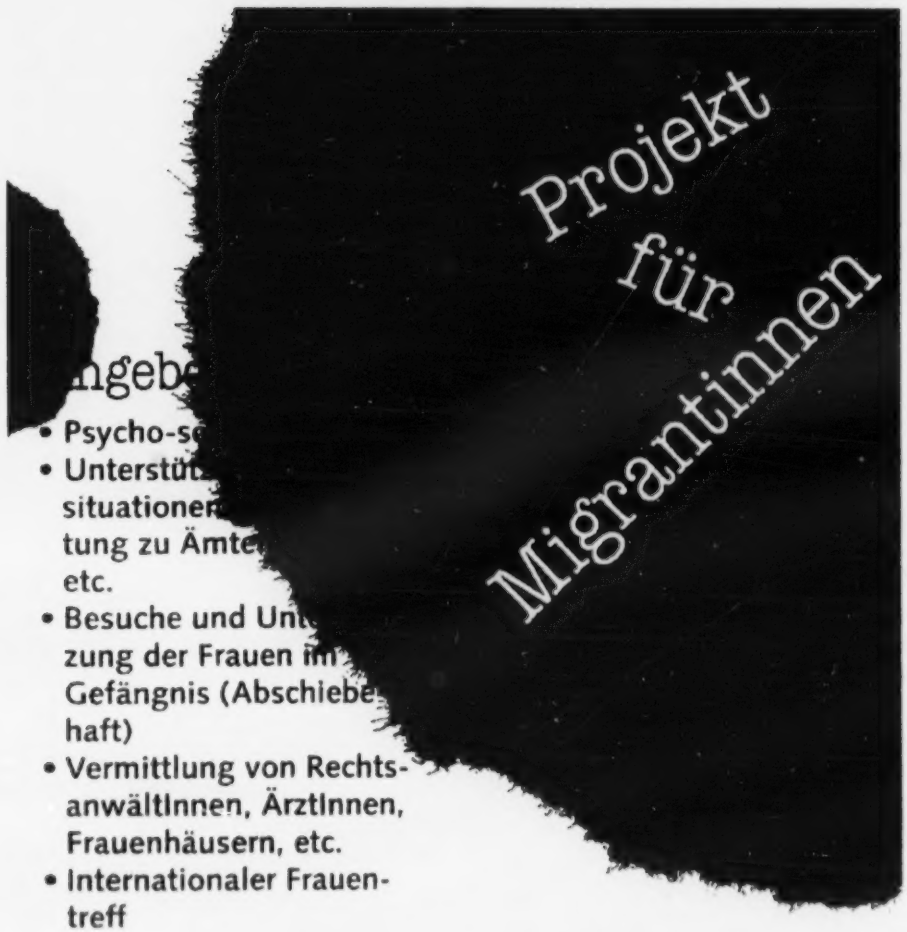
- a reduction in the traditional length of training from three years to two, particularly important because of the women's multiple workload. A three-year study commitment would have proven too long
- involvement in a four-month induction, including a preparatory course in German, giving women who were not used to learning an introduction to learning techniques that would equip them to cope more effectively with the demands of the training
- supplementary classes in German as a Second Language integrated into the timetable to meet the varying language levels of participants

The focal point of the provision, however, was the use of mother-tongue instruction. Most women had limited knowledge of the language and would have found it difficult to follow the course had it been taught exclusively in German. Mother-tongue teaching was used at the beginning of the training as an aid to understanding. Including Portuguese in the timetable also provided a link to the education system and world of work in Portugal and gave trainees a chance to explore their own cultural background. In order to meet the demands of an intercultural approach, equal attention was given on the course to the language and living conditions of both countries.

The combination of language support, personal support and financial support [2] contributed to the women's successful completion of the training course. Many of them had had few opportunities in the past to pursue vocational training because of their personal life histories and prior schooling. Some achieved above-average results, and the majority went on to find work on the German labour market.

Contact Address:
Caritasverband fur Hamburg e.V., Danziger Str 66, 20099 Hamburg

[2] The women received a monthly allowance of DM 1100 or aproximately £ 420. It should be noted that the cost of living in Germany is significantly higher than in the UK.



ngebe

- Psycho-s
- Unterstü situationen tung zu Ämte etc.
- Besuche und Unt zung der Frauen im Gefängnis (Abschiebe haft)
- Vermittlung von Rechtsanwältinnen, Ärztinnen, Frauenhäusern, etc.
- Internationaler Frauentreff

Wir sprec

- Deutsch, Italienisch, Polnisch, Portugiesisch, Russisch, Spanisch

- Darüber hinaus vermitteln wir bei Bedarf Dolmetscherinnen

- unabhängig von ihrer Nationalitäts-, Kultur-, Alters-, Schicht- und Religionszugehörigkeit.

Schwerpunktmäßig

- Frauen in Gewaltbeziehungen sowie zwangsverheiratete Frauen
- Opfer von Frauen-/Mädchenhandel

Publicity flyer: Projekt für Migrantinnen
Frauenberatungsstelle, Düsseldorf

BEST COPY AVAILABLE

Asbl Welkom, an on-site language support service in Flanders for ethnic minorities in the workplace

"Nederlands op de werkvloer" (Dutch in the workplace) is a Dutch language learning module for ethnic minority workers. It is a language course tailored to the needs of both the learners and their employers and is organized at the workplace, ideally during working hours.

Since 1993-94, six of these modules have been held in Flanders. Besides basic Dutch, the learning of language specific to the world of the enterprise is included – for example, safety, production, technology, and social and trade union practices. The aim is to give each worker the tools that will enable them to think and communicate about their work in the enterprise. Hence, the emphasis is on knowledge and social skills as well as language acquisition.

The duration of the module (a minimum of 4 hours per week) varies according to the level of the participants. The educational process is not rigid or fixed, but is adapted to suit their needs. Enrolment in the module is free of charge for participants and the module is usually held over the course of an academic year.

Course content is based on the following guidelines and principles:

- courses keep as close as possible to participants' everyday experience
- outside speakers are invited to develop some subjects, e.g. a doctor specializing in occupational medicine might explain a topic of interest to participants
- instructions and materials used in the workplace, such as wage slips or machinery instructions, etc., are used as a vehicle for improving participants' knowledge of Dutch
- working methods involve the participant, in recognition of the fact that learning in a group involves listening skills, verbal communication, confidence to express personal opinions etc. These skills are given precedence over the acquisition of academic language.

Before the module begins, a preliminary survey is always carried out. This survey specifies the needs and wishes of both the participants and the enterprise, and checks that there is sufficient agreement within the enterprise on the need for such a module.

It is considered important that the knowledge of language acquired is maintained once the course has ended. This is done by arrangement with the employer, taking the form of weekly meetings, etc.

Contact Address:
Asbl Welkom Migrantenwerking
B – Brussels, Belgium
Tel. +32-2 502 52 42

LEARNING SUPPORT

Learning support should take account of the full range of students' learning needs, from basic literacy, numeracy and study skills to information technology and library research services. It can be offered either as an integral part of their course or as a separate service which students can access on a timetabled or drop-in basis.

For many adult learners, returning to study necessitates a re-learning of study skills and disciplines. For those with prior experience of further or higher education, the ability to plan assignments, structure sentences and arguments, , access libraries and available research and perform other study tasks may be familiar. For others, however, these skills will be relatively new.

For ethnic minority learners whose substantial education took place in their country of origin, the notion of flexible, student-centred provision may also be new. Others may regard attending learning support classes – particularly adult literacy – as a source of shame or embarassment. Tutors should explain the potential benefits of learning support services and promote access to them as an entitlement of all students, regardless of educational level. This reduces the potential stigma and ensures that students have a clear understanding of the options available to them.

The scope of your learning support services will depend on the size of your organisation and the resources available to it. Large organisations are often in a position to provide open or flexible learning support facilities, allowing students to negotiate their own learning support needs and fit them around exiting timetables. Such an arrangement can be of particular benefit to women, students in part-time employment and others who need access to flexible learning support provision. As with language support, this 'bolt-on' approach is most successful when there is close liaison between subject and learning support tutors, ensuring that assignments and activities are relevant to the work students are completing on mainstream courses.

For smaller providers, learning support provision may need to be negotiated in partnership with a local college or training organisation. Alternatively, students' learning support needs can be identified through initial guidance and assessment and the curriculum adapted to meet them. Tutors will need training and appropriate resources if they are to accomodate study skills or other individual learning support needs within their established teaching programme.

✓ Learning Support/ Checklist

Do we...

- make an initial assessment of students' individual learning support needs?
- encourage tutors to identify the core skills and competencies required for successful completion of their course, so that individual learning support needs can be accommodated from the outset?
- encourage students to take responsiblity for their own learning by means of on-going self-evaluation and progress review exercises?
- ensure that students have access to a range of learning support provision, including study skills, literacy and numeracy, word processing and other core skills?
- use signing and community language notices to encourage access to the full range of learning support services?
- provide training and appropriate resources where tutors are required to respond to students' learning support needs within their existing curriculum?

photos courtesy of Kontakt der Kontinenten, Soesterberg/The Netherlands

Prevocational and Vocational Training for Youth of Ethnic Minorities in Northrhine-Westphalia/Germany

In the Federal Republic of Germany and in the Länder there is a broad range of measures to provide support for youth of ethnic minorities. Until the mid-1980s there were "Measures for the Vocational and Social Integration of Young Foreigners" (MBSE), especially established by the Federal Ministry of Employment and Social Affairs to ensure that young foreigners were integrated both vocationally and socially. This programme was abandoned because it was assumed that the target group could be adequately supported by conventional programmes. It has therefore come about that many young migrants take part in the "Vocational Training in Cross-Company Institutions" (BüE)[1] and "Training Support" (AbH)[2] programmes set up under § 40 of the Employment Promotion Act (of the Federal Labour Office) which is also open to German young people. Most of the 1070 Volkshochschulen in Germany offer the programmes "Vocational Training in Cross-Company Institutions" (BüE) and "Training Support" (AbU) with a high participation of ethnic minority youth.

For a number of years there have been special EU support programmes: the Community Initiative EMPLOYMENT – NOW – YOUTHSTART – HORIZON and INTEGRA and the Action Programme LEONARDO.

YOUTHSTART in Northrhine Westphalia

The programme is intended for migrants up to 20 years of age who have no school-leaving and/or vocational qualifications. Young people aged up to 25 years may also be supported if they lack the necessary vocational qualifications to enter the labour market. By way of example, further details will be given of three projects designed and run by the adult education centres in Bielefeld, Cologne and Wuppertal.

- The Bielefeld Adult Education Centre, the Volkshochschule Bielefeld, runs the RENCO project (Regional Networking of Cooperation Partners) with 16 participants. There is relatively high demand for trained operatives in the field of heating and ventilation installation. However, young people often cannot take up training places because they do not meet the theoretical (and formal) requirements. Under the project, the young people are prepared for training in this occupation by being taught specialist vocational knowledge and supervised during practical experience while gaining a Hauptschule leaving certificate.

[1] BüE = Berufsausbildung in überbetrieblichen Einrichtungen

[2] AbH = Ausbildungsbegleitende Hilfen

LEONARDO

The LEONARDO Action Programme is coordinated in Germany by the Federal Ministry of Education, Science, Research and Technology, and the Federal Institute of Vocational Education (BIBB) which forms part of it. LEONARDO aims to promote transnational pilot projects, exchange and placement programmes, and surveys and analyses on the conduct of a common vocational training policy. (The programme is based on experience with programmes which have already expired: PETRA, FORCE, EUROTECNET, COMETT and part of the LINGUA programme.) Only a small part of the programme funding is earmarked for disadvantaged groups, including young migrants.

The EU support programmes briefly outlined here are seen as active labour market policy measures. The training support mentioned above sets out to make it easier for school-leavers to move into training and work.

There are also support programmes which serve to integrate migrants into the German school system. Besides encouraging a knowledge of the German language, ethnic minority organizations have in recent years increasingly been demanding supplementary learning in their mother tongue. This makes sense because multilingualism can only be regarded as an advantage in the context of the EU.

Combatting racism and illiteracy, Pays d'Aix, Greta, France

GRETA in Pays d'Aix works in partnership with the League of Human Rights, CIMADE and ASTI (Association to Support Immigrant Workers). It offers training related to the learning or improvement of reading, writing and numeracy, building on students' existing knowledge and skills. Work is also done to aid students' social integration and entry into employment.

GRETA's clients, 70% of whom are women, comprise 65% first generation migrants, mostly from the Maghreb and sub-Saharan Africa; 25% French of foreign origin; and 10% indigenous French. Within the first category are the largest number of people who have had little or no schooling in their home countries, while others have attended school in France but were deemed failures. All are acutely aware that their difficulties with reading and writing exclude them from social and working life.

An emphasis on the value of individuals, both during the training and during their work experience placements, helps to produce changes in trainees' behaviour and self-image. They gain confidence and are thus better able to envisage their integration into society or employment at the end of the training.

The project brings together people from very different cultures often for the first time who must learn to work together in a spirit of cooperation. Discussions about cultural differences takes place continually. There are also opportunities for individuals to work on issues of race, ethnicity, culture, religion and nationality, which are often confused. Popular stories from various countries provide an opportunity to discover similarities between different peoples and traditions, and the universality of certain values.

From time to time students also focus on the causes and consequences of racism. For example, Anti-Racism Week encourages discussion of documentation produced by the Aix League of Human Rights, entitled 'Differences and discrimination: Racism and xenophobia'.

The project sees the goal of anti-illiteracy training – learning to read and write to escape from social exclusion – as having much in common with the fight against discrimination. As students gain confidence in themselves and their own intelligence, they gain dignity, making them less vulnerable when confronted with discriminatory attitudes.

Contact address:
Greta du pays d'Aix, Lycée Vauvenargues,
60 boulevard Carnot,
13625 Aix-en-Provence Cédex 1,
Tel.: (33) 04 42 21 52 77, Fax: (33) 04 42 21 99 91
Coordinator: Mme Anne TORUNCZYK

'Samba Kubally': a model for the education of foreign workers in Girona, Spain

The Samba Kubally School is a centre for the reception and education of foreign workers set up in August 1988 in Santa Coloma de Farners in Girona, Spain. Its aims are to provide literacy tuition to foreign workers seeking to improve their working conditions and social integration; to provide a range of educational activities to help improve participants' quality of life and well-being; and to enhance their knowledge of national conditions in Catalonia.

Samba Kubally was launched by the Associació d'Africans de Girona (Girona Association of Africans) and a group of supporters who were working in the field of social education. The project is governed by four basic principles:

- Educational initiatives for both the immigrant and the autochthonous community
- Acceptance and realization of the potential of diversity in the fight against inequality;
- Research into new educational tools and resources;
- Active support for diversity as an element of citizenship.

In September 1988, Samba Kubally launched its literacy project in response to demands from and discussions with the recently-established Girona Association of Africans. Their first-hand knowledge of participants' circumstances – for example, their linguistic and cultural characteristics, their educational needs and interests, and the problems they face as economic refugees, gave the project its direction.

During the first three years, a total of 16 projects with varying aims were planned. They ushered in a new stage that went far beyond the initial project of 1988. Besides literacy, a highly satisfactory programme of activities and services has been provided, enabling participants' quality of life to be enhanced and their knowledge of conditions in Catalonia to be broadened. Courses currently include basic child care, knowledge of the labour market, tailoring and dressmaking. There is also a crèche for participants' children, who are looked after by childcare students while their mothers are in class.

Over the past ten years, much progress has been made in the fields of both theoretical research and day-to-day practice, and earlier mistakes have been rectified. The development of new approaches, the deschooling of adult basic education, the voluntary contributions of both immigrant and local co-workers who collaborate in managing the centre and giving the classes, the attitudes of both professionals and participants towards participation and their respect for mutual communication, have all contributed to a climate of change, improvement and innovation.

Today, Samba Kubally still faces the same difficulties as ever, including a shortage of resources and a lack of volunteers. Nevertheless, it receives greater recognition locally, particularly from the local government whose attitude towards this vital work is radically different now from what it was a few years ago. Its work is also recognised further afield. The project now has significant educational experience and is committed to making education a way of practising freedom and solidarity. In recognition of its literacy work, Samba Kubally was awarded the Miguel Hernández National Literacy Prize in 1991, as a result of which its name was put forward for a UNESCO award.

Odontología Solidaria

Piensa en ellos,

Piensa en ti...

Publicity flyer: Piensa en ellos, Piensa en ti ...
Odontologia Solidaria

Do it now (Develop Opportunities in Technology NOW) in the Volkshochschule Lingen, Germany

An EMPLOYMENT-NOW project in cooperation with the European Commission

On of the results of the transnational cooperation is the development of the NOW-project "Business creation for women" in cooperation with the Volkshochschule Solingen and the transnational partners of "Do it now".

1. Concept
A knowledge of computer applications for women of ethnic minorities is currently a central requirement of the European labour market. This affects the production sector just as much as distribution and the area of management and administration.

"Do it now" offers women from East Europe qualification modules specifically adapted to the needs of the labour market in these areas.

All the partners involved in this project have many years of experience in providing intercultural training and personal advice and guidance for women who are either out of work or who are returning to work and whose occupations will involve information, communication, production and sales.

2. Objectives
During a transnational meeting to set up this project, held in Lingen in November 1995, the following project goals were laid down:

1. Establishment of a resource centre for use as a data base for
   - mobilisation (personnel training, careers advice, behaviour)
   - technical training (syllabus, teaching content, examinations, training trainers)
   - transition to labour market by individual learning support

2. Exchange of experience (success of failure) in working to improve equal opportunities for women of ethnic minorities.

3. Development of models for the promotion of the employment of ethnic minority women in the technological sector.

3. Target group
This is a training scheme aimed at women from East Europe, German citizen who want to improve their vocational skills, e.g.:
   - women who are returning to work after a period of non-employment (irrespective of the reasons) and

- women who, although already in employment, want to increase their vocational capabilities (and in so doing also increase the competitiveness of the company in which they are employed).

4. Transnational cooperation

This project is being carried out in cooperation with partners in France, Ireland, the Netherlands and the United Kingdom participating in the European EMPLOYMENT-AGIR network, notably:

- Regional Technical College, Tallaght, Dublin/Ireland represented by Eileen Goold
- GRETA Picardie Maritime, Abbeville/France represented by Arnaud Bousin and Marilyn Evans
- SKOA, Goes/Netherlands represented by Sylvia Verwijs
- The Mari Group, London/United Kingdom represented by Stephen Burns

A precise plan of work assigning responsibilities and tasks was drawn up, as was a detailed timetable. The meetings and the activities which take place are to be recorded in the form of reports. Final documentation was presented in Brussels, was evaluating the intercultural pedagogical approaches and the good results in finding jobs in the regular labour market.

Contact address:

Zweckverband Volkshochschule Lingen
Am Pulverturm
49808 Lingen
Tel.: ++49 591/91 20 233
Fax: ++49 591/91 20 299
Contact/project leader: Hugo Kirchhelle

Women in Europe – Opening up new career prospects for women of ethnic minorities in the Volkshochschule Solingen, Germany

(Frauen in Europa – Ausländische Frauen zu neuen beruflichen Horizonten)

An EMPLOYMENT-NOW project in cooperation with the European Commission

1. Objective

The course was aimed at women of ethnic minorities with no recognised vocational qualifications, who are seeking work or training in the commercial sector, or intend to set up their own businesses.

2. Course duration

The course lasted 13 months and comprises 1114 teaching hours. Beforehand, a three-month language course (427 hours) was available to those course members who had to improve their knowledge of German.

3. Practical training

Two five-week periods of practical training are included in the course.

4. Course content

German

- Verbal and written communication in everyday and business situations

Training relating specifically to the individual course member:

- Defining one's own position
- New life and career plan
- Vocational information
- Communication training
- Assertiveness training
- Training in writing applications
- Learning and working techniques, and so on.

Vocationally oriented training:

- Bookkeeping
- Basic knowledge of economics and business administration, forms of business organisation and corporate structures
- Tax law
- Marketing
- Cost-benefit analysis
- Industrial placements
- Location factors
- Demand analysis/options for setting up businesses in various sectors

- Funding and grant options for those setting up in business
- Analysis of further qualifications required
- Organisational aids relating to training and continuing education issus

Basis computer training (one PC per course member):

- Operating systems: MS Windows (MS DOS)
- Word processing (MS DOS 6.0)
- Data management (MS Access 2.0)
- Spreadsheets (MS Excel 5.0)
- Handling of compact programs
- ONLINE services

5. Course timetable
Monday to Friday: 8 a.m. to 2 p.m.

6. Entrance requirements

- Guaranteed residence permit
- At least basic knowledge of German and knowledge of the Latin alphabet

7. Certificates/examinations

- Course certificate
- Computer examination with VHS certificate ("user pass")

8. Funding
The course was provided free of charge. Course members received a course allowance of DM 500 per month and a childcare allowance from European funds.

9. Intercultural approach and transnational cooperation
The feedback of the women belonging to different ethnic minorities about the intercultural approach in vocational training was very positive. In exchanging the intercultural methodology with the transnational partners the Volkshochschule Solingen and the Volkshochschule Lingen developped a new intercultural project "Business creation for women" that started in 1997.

Contact address:
Solingen Volkshochschule
Berufsbildungszentrum der Volkshochschule
Am Neumarkt 50 a
42651 Solingen
Tel./Fax: ++49 212/2 22 44-0 or ++49 212/2 22 44-22
Contact person: Rosemarie Matukat (secretary)
Project leader: Birte Kubersky (head of department)

On air – more colour in the media in the Adolf Grimme Institut , Germany

An EMPLOYMENT-NOW project in cooperation with the European Commission

1. Concept

Migration is a European phenomenon and as well as enriching the culture of the society in the countries affected, also confronts the respective democratic social system with increasing problems regarding integration. The trend towards radicalisation, which can be witnessed in the from of organised violent attacks on aliens committed by right-wing groups and in the increase in religious fundamentalism on the part of the migrants themselves, is jeopardising peaceful coexistence within the Federal Republic of Germany.

The media, and radio and television (the broadcasting media) in particular, have a key role to play in this respect, definitively shaping the public's perception of social reality.

However, the current employment situation leaves a lot to be desired. "Westdeutscher Rundfunk", for example, Germany's largest broadcasting corporation, only employs 25 aliens amongst its editors. The programming reflects this restrictive, monocultual apporach.

2. Objectives

At the centre of this national pilot project was the attempt to promote the occupational integration of female migrants into the media job market. In cooperation with various broadcasting corporations, journalism schools and production companies in North Rhine-Westphalia, Berlin and Brandenburg, the participants completed a period of practical training. In a three-month preparatory course preceding the training, the women were given language and specialist media training to make good any gaps in their knowledge and to strengthen particular multicultural experiences and communication skills. The training was complemented by multicultural training modules ("theory weeks"). The experience gained during this project should then work its way into existing initial and further training in journalism.

But actually putting multicultural broadcasting into practice required not only qualified migrants, but also multicultural personnel management within the broadcasting corporations concerned. A significant objective of the project was therefore to raise the awareness of the decision-makers in media companies of issues related to multicultural radio and television in a multicultural society and their prospects for the future.

3. Target group

The activities carried out within the project were primarily aimed at two target groups:

- training (including preparatory and feedback work) for female migrants who are excluded from the job market for various reasons or who, as freelance journalists, are permanently threatened by unemployment,
- information and consciousness-raising for corporate and personnel management, equal rights officers, senior editors, instructors and broadcasting corporation employees.

Jobs occupied by women of ethnic minorities are often those held in low esteem socially. Even when migrants have school-leaving qualifications or have completed a higher education course,

they seldom succeed in gaining work in academic careers or even in senior positions. This is particularly true of new career areas in the media. A study carried out by the media trade union on the situation of women in journalism reveals that women are under-represented in the areas of politics, economics, science, local affairs, regional affairs and sport. In addition, women are hardly to be found at all amongst the managerial staff of broadcasting corporations.

Over recent years, a further worrying development has emerged. Ethnic minorities, and in particular Turkish migrants, are increasingly using cable or satellite television to gain access to channels broadcast in their countries of origin. The media's portrayal of women and family life from a fundamentalist point of view prevents the integration of the viewers into the German social system. The fact that Turkish television viewers are turning their backs on Germany channels to watch national programmes instead, poses an incalculable threat of radicalisation. Given that daily life as experienced by ethnic minorities is scarcely portrayed in the media, and if at all in a stigmatised form, the broadcasters and print media representing the interests of a state such as Turkey gain an even grater stronghold on the opinion formation of ethnic minorities.

4. Organisation

The aim of the proposed project "More colour in the media" was to develop strategies and methods of allowing female radio and television journalists from different ethnic and cultural backgrounds improved access to broadcasting corporations. This involved providing minority women (hereafter also referred to as trainees) with the media-specific qualifications they require to be successful in the competitive media job market, as well as training for multicultural personnel management.

The following measures were central to the project:

- the implementation of multicultural practical and theoretical training and further training modules specially designed for completion, during training periods, by Germans and trainees from other ethnic and cultural backgrounds,
- the occupational integration of trainees from the training course into the labour market thanks to appropriate preparatory and complemantary measures and follow-up work,
- awareness-raising among personnel management so as to obtain a better understanding of multicultural broadcasting and equal opportunities for women with different ethnic and cultural backgrounds, and the development of communication plans to achieve wide acceptance amongst broadcasting corporation employees for multicultural broadcasting,
- the drawing-up of recruitment plans for female journalists from different ethnic backgrounds,
- encouragement of a targeted form of European cooperation between journalism training and further training centres for multicultural broadcasting, particularly for minority women.

5. Intercultural network

The project "On air – more colour in the media" cooperated in the European EMPLOYMENT-AGIR network "Combating social and occupational exclusion".

Contact address:

Adolf Grimme Institut des Deutschen Volkshochschul-Verbandes
Eduard-Weitsch-Weg 25, 45768 Marl
Tel.: ++49 2365/91 89-0, Fax: ++49 2365/91 89-89
Contact/project leader: Dr. Sabine Jungk, Amina Krüger

SUPPORTING THE LEARNER

Addresses in BRITAIN

Adult Literacy & Basic Skills Unit (ALBSU)
Kingsbourne House, 229-231 High Holborn
London WC1V 7DA
Tel: 071 405 4017
[For publications, research and advice on all aspects of Adult Literacy and Basic Skills Education]

Language & Literacy Unit, Southwark College,
Gervase Street London SE15 2RJ
Tel: 071 639 9512
[For publications, research, training and advice on Language and Literacy issues]

Reading:

Bi-lingual Adults in Education & Training, HMI Report, 1992

English for Speakers of Other Languages: A Programme for Action
ALBSU, 1989

How Responsive is Your college to the Needs of Unemployed Black Adults?
(NIACE-REPLAN, 1988)

Developing Language Awareness: Materials for Business Studies Courses
FE Business Studies Group, 1992

Language in Education, FEU-NATECLA, 1989

Language, Learning & Race, Margeret Robson
In: Developing Communication Skills for a Multi-Cultural Society, FEU 1987

Tutoring, FEU 1982

Working with Black Adult Learners: A Practical Guide
Section 3.2, Personal Support; Section 3.5 Language Support;
Section 3.4 On-Course Assessment; Section 3.6 Working with Refugees
Stella Dadzie, NIACE 1993

CREATING AN ENABLING ENVIRONMENT

An enabling learning environment is one which encourages students to feel both valued and visible. It involves creating a safe, welcoming ethos which takes account of the diversity of staff and students and gives consistent messages about behavioural boundaries.

As adult education providers, your commitment to racial equality and multi-culturalism needs to be be all-embracing. To have a written Race Equality or Anti-discriminatory policy in place is one thing – ensuring that this is reflected in the staffing profile, the taught curriculum, the ethnic mix of the student body and the general ethos of your organisation is quite another. It should be the responsibility of all staff to ensure that migrant and ethnic minority students enter an environment that does not ignore, undermine or assault their cultural, linguistic or religious identity.

The promise that your organisation will respect ethnic diversity and make provision for this in all its services and facilities is a challenge to teaching and non-teaching staff alike. Caretakers, receptionists, security staff, technicians, librarians, catering staff and cleaners interact with students on a daily basis, and as such they perform the dual role of ambassadors and gate-keepers. If their attitude is hostile or negative, it is very likely that your organisation will gain a similar reputation in the wider community.

Creating a multi-cultural ethos and learning environment should be seen as both a short and a long-term objective. Many of the steps that can be taken to improve first impressions – for example, the languages and images used on noticeboards and in publicity materials, and the foods served in the student refectory – need to go hand in hand with longer-term objectives that will lead to a shift in the attitudes and behaviour of staff and students from the dominant culture, such as policy,curriculum and staff development.

Ultimately this means appointing and training staff who have both the confidence and the awareness to give welcoming messages to minority learners and discouraging messages to racists. Both staff and students need to know that racial harassment will not be tolerated in or outside the classroom, and that the cultural, dietary and religious needs of minorities will be respected. A well-publicised grievance procedure ensures that students have recourse to institutional support if they are harassed or experience discrimination from staff or fellow students.

Once enrolled on a course, whether it requires full-time attendance or only a few hours a week, students need to know that their learning environment will be safe, welcoming and enabling. All tutors have a role to play in ensuring that their organisation actively conveys this message – by acknowledging their cultural and religious needs and questioning those practices and procedures which marginalise ethnic minority students or render them invisible.

Appointing a representative number of ethnic minority staff at every level within the organisation's hierarchy should be one of your organisation's long-term aims. Apart from the important contribution they can make to the curriculum and general ethos, ethnic minority staff can provide minority students with positive role models and an additional source of institutional support. If necessary, managers will have to take positive action measures to ensure that vacancies are advertised in a way that encourages ethnic minority applicants.

A multi-cultural learning environment is one in which difference and diversity is a genuine source of celebration and mutual learning. To this end, staff, students and people from local minority communities are an invaluable and often overlooked resource. The ability to speak different languages, prepare ethnic foods or perform traditional music are among a number of skills that should be valued and promoted. As well as enhancing its overall multi-cultural ethos, encouraging minority community involvement in the delivery of services and activities will ultimately enrich everyone who works or studies in your organisation.

✓ Creating an Enabling Environment/ Checklist

Do we...

- encourage active involvement by people from minority communities in the social and political life of the organisation and the delivery of extra-curricular activities?
- make use of the resources in local communities such as bilingualism and specialist knowledge of cultures and religions?
- display posters and images that convey positive, non-stereotypical messages about people from non-European cultures?
- use mother-tongue notices and signing – i.e. images and directions in to assist visitors and students whose first language is not German/Dutch/English/Spanish/French?
- serve vegetarian, Kosher, Ital, Halal or pork-free meals and snacks in the staff/student canteen, as appropriate?
- celebrate cultural diversity in all aspects of the curriculum including displays of students' work, public entertainment, dance, music and art exhibitions?
- take account of non-Christian religious festivals when timetabling classes and courses?
- provide a quiet room for prayer and fasting and time off for religious festivals or Friday Mosque, where appropriate?
- advertise women-only provision – for example, allocated common-room space, sport and leisure activities and classes catering exclusively for Muslim women, where appropriate?
- have positive action strategies in place to address the under-representation of ethnic minority staff and students and encourage greater community access?

The International Encounter Centre (IBZ) Bielefeld, Germany

The IBZ is an education and advice centre founded in 1981 by migrants and Germans. It aims to promote understanding between peoples and equality of opportunity for all who live in the Federal Republic and to foster intercultural exchange and communication.

The central meeting point at IBZ is the canteen, where inter-cultural communication takes place on a day-to-day, informal basis and where both the positives and negatives of such encounters are experienced. It provides a relaxed environment that encourages social interaction, mutual learning and multi-culturalism.

The IBZ focuses on continuing education (political and general continuing education), social and welfare counselling, work with children and young people, cultural work and anti-discrimination work. It is current practice for all temporary and permanent part-time posts to be filled in equal numbers by migrants and Germans. This is particularly noticeable, because the recruitment of an ethnically representative workforce it is not yet common practice in many other continuing education establishments, despite a growing awareness that this can improve the overall quality of the service.

IBZ offers advice and guidance to anyone seeking to access continuing education provision. It also has an Anti-Discrimination Bureau (ADB) which is the first of its kind in Germany. This provides particular advice to visitors to the centre and others who, due to their ethnic origin, skin colour or other external characteristics have suffered discrimination or been the victim of a racially-motivated attack.

The ADB provides individuals with information about their rights as well as actions that can be taken by those experiencing disadvantage or exclusion. It also gives advice on how to intervene and offers an advocacy service in order to foster a dialogue between the two parties involved.

The ADB's other services include:

- information sessions in schools, public institutions and community adult education centres
- highlighting cases of institutional discrimination
- public relations work in political areas such as dual-citizenship, anti-discrimination laws etc.
- cooperating and networking with local and cross-regional groups
- support for other initiatives to set up ADB's in other parts of the country

Contact Address:
Internationales Begegnungszentrum (IBZ), Teutoburger Str. 106, Bielefeld

Addresses in BRITAIN

The FEU (Further Education Unit) is now known as:
Further Education Development Agency (FEDA)
Dumbarton House, 68 Oxford Street
London W1N ODA
Tel: 0171 436 0020
[FEDA promotes quality in teaching and learning through curriculum development and support for further education institutions in the form of curriculum design, research, project work, training and consultancy. Has published a variety of publications under its former name FEU including Staff Development for a Multi-Cultural Society, a comprehensive staff training pack aimed at tutors in Further Education]

Reading:

Racial Discrimination & Grievance Procedures: A Practical Guide for Employers
Commission for Racial Equality, 1989

Tackling Racial Harassment: A Caseworker's Handbook
Commission for Racial Equality, 1995

Staff Development for a Multi-Cultural Society, Booklet 2, Unit 7 –
Ethos & Environment, FEU 1988

Working with Black Adult Learners: A Practical Guide
Section 3.1 – Ethos & Environment
Stella Dadzie, NIACE, 1993

DEVELOPING A MULTI-CULTURAL CURRICULUM

A multi-cultural curriculum incorporates the history, contributions and perspectives of black and other ethnic minority communities into the content and delivery of each subject area. Ethnic minority issues and viewpoints are seen as integral to each area of the curriculum rather than as a one-off topic to be bolted on to an essentially eurocentric syllabus.

Traditionally, adult education providers have assumed an all-white clientele with interests and aspirations that reflect the dominant culture. However, as Europe's population diversifies and access to non-European cultures and perspectives increases, there is a growing need for tutors to develop courses that encourage a more international perspective and greater cross-cultural awareness among students of the 'global village' in which we now live.

By using non-eurocentric references and learning resources, students can be encouraged to question the negative language, stereotypes and assumptions associated with blackness and non-industrialised countries, and to value the role which black and other non-European peoples have played in the development of the societies and economies in which we co-exist. Stereoptypical assumptions about people from Southern and Eastern European countries will also need to be challenged. The aim of the tutor should be to develop a curriculum that fosters respect for all cultures, by promoting positive images and an appreciation of ethnic, linguistic and religious diversity.

While it is important to emphasise cultural heterogeneity, it is equally necessary to address the socio-economic, historical and political connotations of the subject under discussion. Without this dimension non-indigenous peoples and cultures may continue to be seen as 'curious' or 'exotic', and students may fail to make the connection between culture, racism and the economy.

Some subjects – for example, History, Literature, Art or Environmental Studies – appear to lend themselves more readily to this treatment. The relevant research is easier to locate, and debates about black and Third World contributions in these fields have to some extent been publicly aired. However, there are few subject areas that can justify ignoring the role, influence, achievements or philosophies of non-European societies in their history and development. Moreover, there is no single area of the curriculum which does not lend itself to a multi-cultural approach. As an interim measure, staff may opt to trade classes or bring in outside expertise, allowing those who have relevant knowledge to input into courses or subject areas where multi-cultural expertise is lacking.

Tutors need training if they are to make the links between the language and references they use, the teaching styles they adopt, and the way racism can be perpetuated in the classroom. This is especially important for teachers of apparently 'neutral' subjects such as Maths, Typing,

Engineering, Business studies and subject areas where an examination of socio-political, cultural or anti-discriminatory issues are not integrated into course objectives. Apart from using references, experiences and case studies drawn from non-indigenous cultures, there are a number of student-centred teaching strategies that can be adopted to challenge traditional ways of interacting with students in the classroom. These include:

- making a mutual contract with students which specifies acceptable classroom behaviour for both students and the tutor in the context of your organisation's Race Equality policy
- negotiating and adhering to explicit ground rules which encourage a classroom ethos of mutual respect, equal value and learning from shared experience
- using early tutorials and group discussions to explore students' prior learning and life experiences and using these as an initial vehicle for learning
- ensuring that learning aims and outcomes are clearly stated both for the overall course and each individual session
- explaining and, where necessary, justifying student-centred approaches – particularly to students who are used to more directive, didactic or traditional 'chalk-and-talk' teaching methods
- conducting a group skills audit as a way of demonstrating the value of each individual's prior learning and experience, including languages spoken and cultural expertise
- encouraging participative seating arrangements including circular seating, paired activities and small group work
- organising tasks and activities that encourage students from different ethnic backgrounds to communicate, interact and learn from each other
- paying attention to language and delivery – e.g. strong regional accents, talking too fast, using unnecessary jargon or using culturally-exclusive examples
- avoiding racist or eurocentric assumptions (e.g. black-white/ civilised-primitive/ superior-inferior connotations)

Collaborative curriculum development projects and course team discussions will help staff to focus not simply on the content of the curriculum but also on their teaching and communication skills, classroom organisation and styles of delivery. The promotion of public or cross-curricular events such as lectures, talks, plays, film shows or cultural performances which highlight migrant and ethnic minority issues, can also play an important role in raising awareness of issues of racism, culture and ethnicity among staff and students.

✓ Developing a Multi-cultural Curriculum/Checklist

Do we...

- provide a curriculum that reflects the diverse cultures of students, local communities or the wider society?
- empower staff to challenge racial inequality and social injustice – both in the curriculum and in the classroom?
- support multiculturalism and promote anti-discriminatory curriculum and teaching strategies through regular staff development?
- train course assessors and curriculum managers to challenge ethnocentric content and discriminatory teaching practices?
- encourage the development of learning resources that contain positive, non-stereotypical images and acknowledge the positive contributions of non-Europeans and other non-indigenous societies?
- use text-books and training videos that avoid racist assumptions and a eurocentric/ ethnocentric bias?
- question the use of learning resources that ignore, stereotype or criminalise black, migrant and other ethnic minorities or confine them to menial, non-managerial roles?

Teresa Saéz Ortega, Maria Jesús Colton Castillo and Pilar Montaner from the Federación de Asociaciónes de Educación de Adult de Zaragoza

photo courtesy of Cornelia Plesser-López, Institute for International Cooperation of the German Adult Education Association (IIZ-DVV), Bonn/Germany

Intercultural Awareness-raising in Minden-Lübbecke, Germany

The series of courses described below was set up by the Newcomers Advisory Group of the Minden Church group in partnership with the Minden-Lübbecke Unemployed Centre, a voluntary organisation. Entitled 'Women's Everyday Lives in East and West: Ethnic Germans from the East and native Westerners get to know each other', they were designed to counter prejudice and promote inter-cultural understanding between East and West Germans.[1]

The rationale for running Inter-cultural Awarenss courses came from concerns about the negative attitudes among people attending the Unemployed Centre, the majority of whom were West Germans. Their status as social security recipients and unemployed people made them easy prey to feelings of prejudice and resentment towards newcomers from the East, with whom they felt in competition for scarce resources such as jobs, housing and public welfare assistance.

Organised as one-week courses or weekend workshops sometimes involving whole families, they were carefully planned to take account of the needs, educational background and prior learning of both groups of participants – for example, by ensuring that the duration and location, childcare and financial support arrangements met the needs of those attending.

The aim was to promote social cohesion by creating opportunities for participants to confront and counter their stereotypes of each other. However, on the basis of past experience it was considered advisable to prepare each group separately first, in order to increase mutual understanding. This preparatory phase was equally important for the newcomers. Without it, any encounters between the two groups would undoubtedly have taken place in an atmosphere of aggression, destroying possibilities for further contact and joint continuing education in the future.

A year-long familiarisation process began with a series of presentations at the Unemployed Centre entitled 'Newcomers from the East'. Discussion breakfasts were held at which an Adviser talked about their history, the reasons for them leaving their homes and their current living conditions. These discussions revealed high levels of prejudice and animosity among unemployed West Germans arising from social envy and misinformation. Over time, it proved possible to foster more positive attitudes towards newcomers from the East and to move to the second stage, namely formal contact between the two groups.

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[1] Information about this project was taken from Weiterbildung in Nordrhein-Westfalen: Förderung der Integration von Aussiedlerinnen und Aussiedlern durch politische und interkulturelle Weiterbildung (Continuing Education in North Rhein-Westphalia: Encouraging the integration of persons from Eastern Europe through political and intercultural continuing education). Published by Landesinstitut für Schule und Weiterbildung von Nordrhein-Westphalen (Nordrhein-Westfalen Land Institute for School and Continuing Education).

Despite the fact that many newcomers from East Germany were also unemployed, they had rarely made contact with the Unemployed Centre. As part of the preparatory phase, a Newcomers Advice Centre was set up, providing a weekly surgery to ethnic Germans from the East. Eventually, familiarity with the adviser and the fact that they were in receipt of Social Security benefits led to them making more general use of the Centre's services. This in turn led to informal contacts between the two groups, raising awareness of common interests and joint experiences of social deprivation.

During the preparatory phase, it became apparant that it was particularly women who showed an interest in the other group and how they lived. The first course, lasting several days, was planned at their suggestion. Conducted in a positive atmosphere, free of aggression, it achieved its aim of combatting prejudice and demonstrated to the women how much they have in common. Subsequent courses have also proved an invaluable opportunity for East and West Germans to get to know each other.

Contact address:
Nordrhein-Westfalen Land Instiute for School and Continuing Education,
Landesinstitut für Schule und Weiterbildung

CAMPAIGN 300

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Contact person:
Lakhbir Virk
Multicultural
Education
Consultancy and
Advisory Services
(MECAS)
Elmete Professional
Development Centre
Elmete Lane
Leeds LS8 2LJ

LEEDS EDUCATION

WE NEED YOU IN OUR CLASSROOMS

Publicity Flyer: Campaign 300: We Need You in Our Classrooms
Multi-Cultural Education Consultancy & Advisory Service, Leeds

BEST COPY AVAILABLE

Educational project on non-Western music in Brussels, Belgium

The "educational project on non-Western music" is an initiative of the Intercultureel Centrum voor Migranten (Intercultural Centre for Migrants). It aims to include the use of non-Western instruments in part-time arts education in order to make this type of education more accessible to people from an immigrant background and thus increase its attractiveness within those communities. At present, barely 2% of people from an immigrant background attend this type of course.

There are very few trained ethnic minority teachers involved in music teaching in Flanders, and those that are are likely to have received their training in Western music. Nor is there any allowance for the teaching of non-Western musical instruments in the curriculum. However, there are a number of excellent non-Western musicians in Belgium who are skilled at playing non-Western instruments.

The project aims to provide suitable training for four ethnic minority musicians selected on the basis of their musical experience, who must be prepared to give courses at the Conservatoires of Flemish music. In subsequent years, these trainee teachers will be able to take courses which will train them to teach young people from both Dutch-speaking and ethnic minority communities within the country's network of music academies.

The Intercultureel Centrum voor Migranten has developed a comprehensive training programme. Some ethnic minority teachers will, by virtue of the instrumental expertise they have already acquired, only receive training in basic theory and music teaching. Alongside their complementary training, they will be required to give a hundred hours of courses or workshops in schools, cultural centres, youth centres, etc, when it is intended that they will play an active teaching role, applying the techniques they have learnt. In his way, it is hoped that the local music curriculum will be enriched and teaching opportunities for ethnic minority music teachers will improve.

Contact Address:
Intercultureel Centrum voor Migranten
Gallaitstraat 78, B-1030 Brussels, Belgium
Tel. +32-2 245 88 30 Fax +32-2 245 58 32

BEST COPY AVAILABLE

DEVELOPING A MULTI-CULTURAL CURRICULUM

Addresses in BRITAIN

Afro-Caribbean Education Resource Centre (ACER)
Wyvil Rd, London SW8 2TJ Tel: 0171-627-2662
[develop and advise on learning materials; also have books, videos and posters for sale and an extensive reference library]

AIMER (Access to Information on Multi-Cultural Education Resources), Bulmershe College of Higher Education, Woodlands Avenue, Earley, Reading, RG6 1HY
[for access to computer database on anti-racist/ multi-cultural resources for use by teachers, including a postal enquiry service]

The FEU (Further Education Unit) is now known as:
Further Education Development Agency (FEDA)
Dumbarton House, 68 Oxford Street
London W1N ODA
Tel: 0171 436 0020
[FEDA promotes quality in teaching and learning through curriculum development and support for further education institutions in the form of curriculum design, research, project work, training and consultancy. Has published a variety of publications under its former name FEU including Staff Development for a Multi-Cultural Society, a comprehensive staff training pack aimed at tutors in Further Education]

Institute of Race Relations
2-4 Leeke Street, London WC1X 9HS
Tel: 071 837 0041
[for advice, information and access to a comprehensive research library]

Reading:

Anti-Racist Science Teaching
by Dawn Gill & Les Levidow
Free Association Books, 1987

Anti-Racist Resources: A Guide for Adult and Continuing Education
by P. Gordon, R.Massil & D. Rosenberg, Runnymede Trust 1988

Assessing & Evaluating the Curriculum for Unemployed Black Adults, FEU 1990

Staff Development for a Multi-Cultural Society
Booklet 3, Curriculum Change; Booklet 4, Examples of Curriculum Development, FEU 1988

Staying Power: The History of Black People in Britain
by Peter Fryer, Pluto Press, 1983

Working With Black Adult Learners: A Practical Guide
Section 3.3, Curriculum Issues, by Stella Dadzie, NIACE, 1993

Section Six

POST-COURSE

photo courtesy of The National Organisation for Adult Learning (NIACE), Leicester/Britain

SECTION SIX

POST-COURSE

Your responsibilities towards students do not cease once they have completed their course of study or training. A lot can be learnt from the experiences, achievements and destinations of the previous intake of ethnic minority students which, if carefully monitored and reviewed, can be used to help with planning and improving future provision.

Monitoring student retention rates, for example, particularly if there are opportunities to interview students who drop out before the end of a course, can provide a critical insight into the difficulties posed by the cost, location, delivery and other aspects of your provision. End of course student evaluations can also help staff identify ways of responding more flexibly to students' cultural and learning needs. Reviewing your organisation's progress with its original targets and relating these to longer-term Race Equality policy objectives ensures that managers and course organisers can pinpoint those areas where progress is slow or there is continuing resistance to change.

In order to benefit fully from these performance review activities, effective systems of communication need to be in place. This is particularly important in large, hierarchical organisations where information may not always reach part-time tutors and others who are removed from the planning and decision-making process.

The views of former students, part-time tutors and support staff are also an important consideration. However encouraging staff and students to evaluate services and then ignoring their suggestions is likely to disillusion those involved and discourage them from taking such exercises seriously. It is therefore vital that the review process is as 'transparent' as possible, and that managers are seen to be taking on their views.

This final section looks at ways of ensuring that students continue to receive the support they may need once their course had ended; and suggests two strands to Performance review which will assist in your organisation's efforts to assess its progress, learn from past mistakes and set new goals:

- supporting progression
- monitoring
- evaluation & review

SUPPORTING PROGRESSION

Supporting student progression can involve a range of activities designed to maintain contact with former students, keep track of their progress, monitor their destinations or draw on their experiences to inform future provision.

When a course has ended, it is common practice for tutors to rely on arbitrary links or casual encounters for information about the progress and achievements of former students. However, there are a number of ways of supporting student progression which can be of mutual benefit, as well as supplying tutors with more reliable information about the long-term benefits and outcomes of their provision. This includes progression counselling, continuing post-course provision of open guidance services, encouraging ex-students to contribute to existing courses and student tracking.

Progression counselling should be seen as an integral part of any course. Long before a course comes to an end, tutors need to be discussing students' options, giving them information about how to proceed with job or course applications and, for those who are continuing with education or training, providing active advice about financial and other forms of available support. Tutorials or other group forums can be arranged where students are invited to discuss their future plans or focus on the range of educational or vocational options available to them.

For migrants and refugees, norms and assumptions about how to apply for a job or how to present oneself at an interview may be very different in their countries of origin. It is important that tutors confront these cultural differences by exploring attitudes towards jobsearch and interview performance as well as discussing conventions, expectations and appropriate body language, so that students are adequately empowered to pursue their aspirations.

Given the context of institutional racism and the overwhelming evidence that, despite their qualifications, black, migrant and ethnic minority students are more likely to be unemployed than their ethnic majority counterparts, it is important to maintain an open guidance service, allowing former students to receive on-going advice. It is not uncommon for students to have to revise their vocational or professional aspirations when they encounter the negative attitudes of employers, for example. These experiences should be carefully monitored and logged. Where necessary, guidance workers may have to act as advocates in discussions with prospective employers or tutors in receiving institutions.

It is equally important that tutors hear about their students' positive achievements and success stories. These provide powerful arguments for renewing or sustaining funding levels and current resourcing, as well as affirming the value of the provision. The experiences of former students, both on and after the course, can be an invaluable source of information for those who are just embarking on a similar course of study or considering their future options. They provide positive role models and realistic advice as well being as a source of motivation and positive publicity for future courses. With proper support, they can also act as mentors.

Student tracking is a more formal activity, and requires sufficient administrative backup if it is to be effective. For example, representative follow-up surveys can help you to track student destinations which can provide useful indicators about the marketing and focus of future provision, particularly if these can be compared with students' original progression plans. Tracking can be done by post or telephone surveys as well as through personal contact.

✓ Supporting Progression / Checklist

Do we...

- provide students with a forum for support, advice and counselling to help them plan and prepare for their transition into work, further study or vocational training?
- offer jobsearch and other relevant skills as an integral part of the students' learning programme?
- provide an open guidance service that is accessible to former students?
- encourage former students to maintain links with their tutors and the new cohort of students by arranging social events, mentoring and/or workshops where their experiences can be shared and learnt from?
- involve former students in the planning, evaluation and review of current provision?
- track student destinations and use the results to inform marketing and course planning activities?

"A MOSSA" Job Creation Scheme – Lycee d'Enseignement Professionnel, Southern Corsica, France

"A MOSSA" is a job creation enterprise that grew out of the desire of a group of teachers of social science at the Finosello vocational college in Ajaccio, southern Corsica, who were concerned about the occupational future of their trainees. It serves both French women and women of foreign origin who are long-term unemployed, recipients of income support, isolated or have never worked, helping them to gain access to the labour market by means of a fixed-term employment contract and/or suitable training.

Contacts with the world of work enabled the tutors to identify employment opportunities in the area of domestic services, home helps for the elderly and disabled, and childcare. They adapted the initial training - BEP (brevet d'études professionel, certificate of vocational education) in health and social work, and CAP (certificat d'aptitude professionel (certificate of vocational skills) in local agency work - with the help of representatives of those occupations, setting out to prevent under-qualification and ease access into the world of work.

The teaching team had been considering setting up a lasting structure to ensure progression into skilled jobs and thus provide a way into the labour market. At the same time, various suggestions were being made by the State to strengthen the support given to job-finding schemes. Proposals were also being made by the European Community through the community initiative programme NOW, the main aim of which was to create small enterprises and jobs for women. Locally, a project on two ghetto districts of Ajaccio was started under a social development contract between the city and the State.

Four tutors and two trainees worked out the framework for the structure of the scheme including the creation of a voluntary association and an application for registration with the regional Directorate of Labour and Employment as a job creation enterprise. The site chosen was in an area subject to urban social development that included the project in an overall social rehabilitation and local development scheme. An agreement was signed with the Finosello vocational lycée in Ajaccio to set up alternating periods of training and job placement with the goal of linking training with work experience and on-the job learning.

Contact address:
Centre de Formation de Sartène
Groupe scolaire Clémenceau
Boulevard J. Nicolaï
20100 Sartène
Tel.: (33) 04 95 77 14 62 - Fax: (33) 04 95 77 14 62

MONITORING

Ethnic Monitoring involves requesting essential information when enrolling new students, supplementing it with more detailed data where appropriate, and applying this information systematically to the planning and review of your courses, services and policies. It is most effective when the results are entered onto a centralised database and combined with other relevant information such as student destinations and course outcomes.

An ethnic breakdown of your students' progression routes, exam results and drop-out rates can provide invaluable insights into the progress of your organisation's declared commitment to its minority students. Monitoring should not only help to establish the overall percentage of ethnic minority students who enrol on courses or 'succeed' in formal terms, but also the numbers requiring childcare facilities, religious or dietary provision, wheelchair access, second language provision and other forms of support. This information may need to be supplemented by empirical research and data from external sources.

Circulating the relevant data is an important way to encourage tutors, course organisers and providers of other services to take better account of the needs of minority students. All too often, however, ethnic monitoring is viewed as a paper exercise designed to satisfy the requirements of politicians or funding bodies. These may require the use of ethnic categories that fail to take full account of the complexity and diversity of the different ethnic and national minorities served by your organisation.

If the data is to be unambiguous and useable, your ethnic categories need to be carefully considered. The range and complexity of potential needs, including those of women, religious and linguistic minorities and refugees, means that it is no longer sufficient to know that a certain percentage of students on a given course have identified themselves as 'Asian'. A Sri Lankan refugee, for example, is likely to have very different cultural and learning needs to a migrant worker from Pakistan, yet it is likely that in the absence of any alternative categories, both would tick this box. It may therefore be necessary for your organisation to identify students' national origins as well as their ethnicity.

Because questions about ethnic and national identity can be regarded as intrusive, participation in ethnic monitoring should be anonymous, confidential and, where possible, voluntary. To allay suspicions about the intended use of any information supplied, the destinations of the data and the anticipated benefits of the monitoring exercise need to be carefully explained. If appropriate, written guidance should be made available to students, where necessary translated into the local community languages. Training may also be needed if personal tutors, reception and admissions staff are to feel confident enough to explain the purpose of monitoring forms and clarify the different ethnic categories used.

The College serves a wide community and to enable the College to monitor its performance you are asked to answer the following questions. The information is for monitoring purposes only and will be kept in strictest confidence.

Please describe your Ethnic Origin (not nationality or place of birth)

Black African	☐ 1	Pakistani	☐ 7
Black Caribbean	☐ 2	Bangladeshi	☐ 8
Black Other (inc. UK)	☐ 3	Chinese	☐ 9
Irish	☐ 4	Greek Cypriot	☐ 10
White European	☐ 5	Turkish Cypriot	☐ 11
Indian	☐ 6	Other	☐ 12

Please state .....

Have you ever lived outside the United Kingdom?

Yes ☐ No ☐ (please tick) If yes, please state last date of entry .....

Are you living in the United Kingdom on a temporary basis?
ie. Do you have to regularly renew your permission to stay with the Home Office?

Yes ☐ No ☐

Publicity Survey – please help us in improving our service:
How did you hear about the course you have applied for? (tick as many as apply)

Local Papers	☐	Employer	☐
Careers Office	☐	School	☐
Job Centre	☐	College Prospectus	☐
Library	☐	College Advice Session/Open Day	☐
Community Centre	☐	Poster	☐
Friends/Relatives	☐	Other – please specify	

I declare that the information given by me on this application form is accurate.

Signature of Applicant ..... Date .....

Fig. 5: Student monitoring form/College of North-West London, 1996

✓ Monitoring/Checklist

Do we...

- keep a record of the ethnic/national identify of all students, showing enrolment levels, retention and drop-out rates, achievements, destinations and other relevant data?
- keep a record of the ethnic/national identify of all full and part-time staff as a way of monitoring staff appointments and improving ethnic minority representation in different roles and at all levels within the organisation?
- use unambiguous national/ethnic categories that take full account of the cultural/linguistic/religious diversity of the local population?
- communicate the relevant data to service providers, course organisers and others responsible for planning and implementing organisational change?
- make the purpose and anticipated benefits of ethnic monitoring explicit to staff and students?
- record and analyse additional information about the social/financial/language/learning/ childcare needs of individual students?
- make use of empirical information and data from other sources to improve our provision for ethnic minority students?

EVALUATION & REVIEW

The evaluation and review of courses and services is central to the performance review process. It raises awareness of the needs of students, tutors and managers, encourages constructive suggestions and criticisms, allows goals and priorities to be updated, and creates a rationale for innovation and organisational change.

The information your organisation obtains through ethnic monitoring can be supplemented by means of student surveys, questionnaires, tutorial discussions and other evaluation and review exercises which encourage students to evaluate services and identify and articulate their own needs. Informal discussions and surveys can act as a 'pulse-check' at different stages of the course, allowing tutors to respond immediately when ethnic minority students articulate unidentified needs or concerns. Such discussions also help to keep the issues 'live' and to emphasise the organisation's commitment to taking them seriously.

Evaluation can be formal or informal. Large organisations often prefer written questionnaires to verbal feedback because the responses appear easier to analyse. However, form-filling or box-ticking tend to be impersonal exercises and may not result in an open and honest dialogue with your students. Where ethnic minority students are involved, particularly if there are language barriers, small group or one-to-one discussions in the mother tongue are likely to encourage greater frankness.

Among the key questions to be addressed when asking students to evaluate their experiences of adult education are:

- did the course or service meet the specified aims and objectives?
- did it meet their individual (religious/ dietary/ language/ learning) needs?
- were they satisfied with the way the course or services were delivered?
- how could the course or services be improved?

It is important to formulate questions to students in accessible language and to guarantee the anonymity and confidentiality of responses. Not all students will feel confident enough to make overt criticisms, especially if the exercise is not anonymous or if they are not used to being asked for their views. In mainly white environments, where concerns about discrimination or harassment may be unresolved, it is likely that ethnic minority students will feel particularly exposed. If safety and confidentiality are an issue for your students, anonymous surveys or suggestion boxes can be a useful way of supplementing the information gained from other evaluation and review activities.

Reviewing course provision and services involves assessing your organisation's or team's progress with specified goals and objectives. Ideally this will involve returning to a previously agreed action plan to identify factors that have helped or hindered their implementation. Action

plans should specify clearly what needs to be done, who is to be responsible, how individual objectives are to be achieved and by when. The introduction of planned annual, bi-annual or termly reviews ensures that your aims remain realistic and take account of any new or changing contexts. Among the key questions to be addressed when reviewing a course or a service are:

- have we succeeded in meeting our specified aims and objectives?
- what helped or hindered progress?
- were the allocated resources adequate? were they used efficiently?
- which goals, targets or time-scales need to be revised?
- have sufficient human/material resources been identified in order to meet any revised targets?

Although much lip service is paid to making services and courses more accessible to ethnic minority students, changes do not come about unless the staff and managers responsible for implementing them are made accountable. Where race equality targets are concerned reviewing achievements, defining individual responsibilities and clarifying future priorities on an annual basis will keep the issues on the agenda and help to sustain staff energy, motivation and commitment to organisational change.

✓ Evaluation & Review / Checklist

Do we...

- ensure that courses, services and race equality objectives are annually reviewed and up-dated?
- make use of a range of evaluation techniques appropriate to the needs and circumstances of students and relevant staff?
- require course organisers and tutors to consider ethnic data, student evaluations and other relevant feedback when planning future provision?
- involve former students in the evaluation and review of past or current provision?
- use organisational incentives for staff and managers and positive action initiatives to reverse any evidence of under-representation, ghettoisation, low achievement or high drop-out rates among ethnic minority students?

Reading:

A Measure of Equality: Monitoring and Achieving Racial Equality in Employment,
Commission for Racial Equality (CRE), 1991

Ethnic Monitoring in Education,
Commission for Racial Equality (CRE), 1992

Monitoring, Positive Action, Targeting
Equal Opportunities Commission (EOC), 1995

Ethnic Monitoring in Further & Higher Education
Further Education Unit (FEU)

Staff Development for a Multi-Cultural Society, Book 2, Unit 2 – Ethnic Monitoring, FEU, 1988

photo courtesy of The National Organisation for Adult Learning (NIACE), Leicester/Britain

TRANSNATIONAL PARTNERS OF THE SOCRATES PROJECT "LEARNING TO LIVE IN A MULTICULTURAL SOCIETY"

LEAD AGENCY:

Institute for International Cooperation of the German Adult Education Association (IIZ/DVV)
Cornelia Plesser-Läper, Programme Manager,
European Project Coordinator,
Project Coordinator for Germany

Obere Wilhelmstraße 32
53225 Bonn
DE
Phone 0049/228-9 75 69-0
Direct Phone 0049/228-4 00 63 13
Fax 0048/228-9 75 69 55
Direct Fax 0049/228-4 00 63 30
e-mail IIZ-DVV-BONN@GEOD.Geonet.De

PROJECT PARTNERS:

Intercultureel Centrum Voor Migranten
Angelo de Simone/Abdelmalek el Houari
Director, Coordinator for Belgium

Gallaitstraat 78
B 1030 Brussel
BE
Phone 0032/2 245 88 30
Fax 0032/2 245 58 32

Federación de Asociaciónes de Educación de Personas Adultas
Maria Pilar Montaner, Programme Manager,
Coordinator for Spain

Paseo Fernando El Católico, No. 29, 1° Izda.
50.006 Zaragoza
ES
Phone 0034/976 553 773
Fax 0034/976 552 842
e-mail faea@pangea.org

Ministère de l'Education Nationale Centre de Ressources et d'Initiatives pour l'International
Jean Francois Lippert, Director,
Coordinator for France

5ter rue Jean Cottin
F 75018 Paris
FR
Phone 0033/1 42 09 83 75
Fax 0033/1 42 09 84 12
e-mail cr2i@infonie.fr

DAFCO de Grenoble (Délégation Académique á la Formation Continue)

9, rue Jean Bocq
38000 Grenoble
FR
Phone 0033/476-23 42 65
Fax 0033/476-51 34 49

National Organisation for Adult Learning
For England and Wales
Tony Uden, formerly Associate Director

De Montfort Street 21
LEI 7 GE Leicester
UK
Phone 0044/116 255 14 51
Fax 0044/116 285 45 14
website www.niace.org.uk

Birmingham City Council Equalities Division
Haroon Saad, Head of Equalities,
Project Coordinator for United Kingdom

The Council House Extension
3, Congreve Passage
Birminham B3 3DA
UK
Phone 0044/121 303 25 45/27 15
Fax 0044/121 233 91 17

Kontakt der Kontinenten
Wico Bunskoek, Director
Coordinator for the Netherlands

Amersfoortsestraat 20
3769 AS Soesterberg
NL
Phone 0031/346 351 755
Fax 0031/346 354 735
e-mail KdK-NVCO@antenna.nl